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Report
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TREASURY, POSTAL SERVICE, AND GENERAL GOVERNMENT APPROPRIATIONS BILL, 1991

July 11, 1990.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. Roybal, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.R. 5241]

The Committee on Appropriations submits the following report in explanation of the accompanying bill making appropriations for the Treasury Department, the U.S. Postal Service, the Executive Office of the President, and certain Independent Agencies for the fiscal year ending September 30, 1991, and for other purposes.

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Appropriations Can Be Used Only for the Purposes for Which Made

Title 31 of the United States Code makes clear that appropriations can be used only for the purposes for which they were appropriated, as follows:

> Section 1301. Application
>
> (a) Appropations shall be applied only to the objects for which the appropriations were made except as otherwise provided by law.

Summary of the Bill

The accompanying bill contains recommendations for new budget (obligational) authority for fiscal year 1991 for the Department of the Treasury, the U.S. Postal Service, various offices in the Executive Office of the President, and certain Independent Agencies. The following table summarizes these recommendations and reflects comparisons with the budget, as amended, and with amounts appropriated to date for fiscal year 1990.

Agency	New budget (obligational) authority fiscal year 1990 enacted to date	Budget estimates of new (obligation) authority, fiscal year 1991	Recommended in the bill	Bill compared with—	
				New budget (obligation) authority fiscal year 1990	Budget estimate, fiscal year 1991
Title I, Department of the Treasury	8,118,334,000	8,701,282,000	8,706,282,000	+587,948,000	+5,000,000
Title II, U.S. Postal Service	489,850,000	522,734,000	522,734,000	+32,884,000	
Title III, Executive Office of the President	275,818,000	329,973,000	329,973,000	+54,155,000	
Title IV, Independent agencies	9,563,145,000	11,158,469,000	11,161,261,000	+1,598,116,000	+2,792,000
Grand total	18,447,147,000	20,712,458,000	20,720,250,000	+2,273,103,000	+7,792,000

Overall Funding for Treasury, Postal Service, and General Government Programs

In addition to the new obligational authority recommended in the accompanying bill, additional significant sums are made available each year for these same agencies under permanent authority which do not require consideration by the Congress during the annual appropriations process. The details of these items are contained in the tables at the end of this report. The principal items in this category include payment of interest on the public debt which alone is anticipated to reach $260 billion for fiscal year 1991, an amount the Committee believes may be understated; interest on Internal Revenue Service refunds of income tax payments; payment of some claims and judgments; payments in connection with the Civil Service Retirement and Disability Fund; and payment to

Puerto Rico and the Virgin Islands for internal revenue and customs collections. Also included is an item for the Presidental Election Campaign Fund. It is estimated that the fiscal year 1991 requirements for funds for these purposes will increase over fiscal year 1990 by approximately $8 billion.

The amounts recommended in the accompanying bill—in the form of new obligational authority—together with the funds provided under the permanent authority referred to above will provide approximately $360 billion during fiscal year 1991 for the agencies and activities under the general heading of this bill.

The following table reflects comparisons of the gross amounts for fiscal year 1990 and 1991 for these activities:

	Fiscal year—		Increase (+) or decrease (−)
	1990	1991	
Treasury, Postal Service, and General Government appropriations	$18,447,147,000	$20,720,250,000	+$2,273,103,000
Permanent new budget authority	332,904,153,000	338,897,343,000	+5,993,190,000
Grand total	351,351,300,000	359,617,593,000	+8,266,293,000

In addition to the agencies whose funds are derived from direct appropriations and from permanent authority as shown in the above table and discussed in the preceding paragraph, there are other agencies that operate under authorities which exempt them from Congressional review, in whole or in part, during the annual appropriations process or, as a matter of fact, from any other regular oversight by the Congress. For example, the United States Postal Service, under the Postal Reorganization Act, is authorized to use all of its income from postage and services for its own purposes and to request an appropriation from the Congress for certain subsidies. Therefore, only the amount of the subsidy requirement is regularly reviewed by the Congress. In the Treasury Department the Office of the Comptroller of the Currency, whose income is derived principally from assessments paid by national banks, is exempt from Congressional review, because such assessments are not construed under law to be government funds.

General Statement

The accompanying bill recommends funds for the activities of the Treasury Department, payment into the Postal Fund of the United States Postal Service, most of the agencies within the Executive Office of the President, and certain independent agencies for the fiscal year 1991.

The Committee considered budget estimates for fiscal year 1991 in the total amount of $20,712,458,000 included in the President's budget request. The accompanying bill recommends new obligational authority of $20,720,250,000 for those agencies, an increase of $7,792,000 above the budget estimates for new obligational authority.

The amount recommended for fiscal year 1991 is $2,273,103,000 above the $18,442,147,000 appropriated to date for fiscal year 1990.

UNAUTHORIZED ITEMS PROPOSED IN THE BUDGET

For many years the Budget has proposed appropriation language and requested funds for activities and purposes not authorized by law.

The rules of the House specifically prohibit the inclusion of funds for unauthorized activities in appropriation acts as well as language which is legislative in nature. Many of these items have been carried in several appropriation bills each year for many years. Others have been deleted in the House, restored by the Senate, and returned by the Conferees in "technical disagreement" for action by the whole House. The inclusion of such items in an appropriation act does not set a precedent and confers no subsequent legislative authority for such appropriations.

PROBABLE EFFECT OF COMMITTEE ACTION ON PROJECTED BUDGET EXPENDITURES (OUTLAYS) IN FISCAL YEAR 1991

The recommended increase of $8 million above the budget request in the accompanying bill for proposed new budget (obligational) authority and the effect of limitations on expenditures imposed on the Federal Buildings Fund in fiscal year 1991 would have the impact of increasing budget expenditures.

In view of the fact that most of the agencies covered by this bill deal in programs whose expenses are largely for personnel compensation, benefits, and related costs, the majority of the funds appropriated for such agencies will actually result in expenditures before the end of the fiscal year or very shortly thereafter. There are some exceptions, of course, and these exceptions are noted in the appropriate paragraphs in this report.

TITLE I—TREASURY DEPARTMENT

Departmental Offices

SALARIES AND EXPENSES

Appropriation, fiscal year 1990 to date	$58,081,000
Budget estimate, fiscal year 1991	63,083,000
Recommended in the bill	63,083,000
Bill compared with:	
Appropriation, fiscal year 1990	+5,002,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $63,083,000, the full amount of the fiscal year 1991 budget request, and an increase of $5,002,000 above fiscal year 1990.

The Departmental Offices function serves as the principal policy formulation and management arm of the Secretary of the Treasury.

Secretarial policy and program development.—The Secretary has primary responsibility for formulating and recommending domestic and international financial policy, economic policy, and tax policy; managing the public debt; and participating in the formulation of broad fiscal policies that have general significance for the economy.

Departmental management and administration.—This activity provides central administrative policies and guidance to the entire department; the direct administrative support required for the Departmental Offices operations; oversight and management of departmental information technology development; and computer support and services.

Buildings maintenance and operations.—This activity provides for maintenance and operation of the main Treasury Building and the Annex, including utilities, and custodial and craftsmen services. In addition, this activity provides for telecommunications facilities and services and the Federal buildings fund payment for space occupied by the Departmental Offices outside of the Treasury Building and the Annex.

Repairs and improvements.—This activity provides the funding for major repairs and improvements to the Treasury Building and Annex.

Reimbursements.—Beginning in 1990, 37 FTE are included to implement the Department's conversion to the Department of Agriculture's Payroll/Personnel System. This conversion will be completed in 1993.

STAFFING

The Committee allows the 728 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

INTERNATIONAL AFFAIRS

Appropriation, fiscal year 1990 to date	$25,010,000
Budget estimate, fiscal year 1991	27,517,000
Recommended in the bill	27,517,000
Bill compared with:	
Appropriation, fiscal year 1990	+2,507,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $27,517,000, the full amount of the fiscal 1991 budget request, and an increase of $2,507,000 above fiscal year 1990.

The Departmental Offices function serves as the principal policy formulation and management arm of the Secretary of the Treasury.

Secretarial policy and program development.—The Secretary has primary responsibility for formulating and recommending domestic and international financial policy, economic policy, and tax policy; managing the public debt; and participating in the formulation of broad fiscal policies that have general significance for the economy.

International affairs.—The programs conducted within this activity are designed to analyze and implement international monentary and development financing policy. Additional staff support is provided in areas concerned with international investment, trade, and balance of payments issues.

Departmental management and administration.—This activity provides central administrative policies and guidance to the entire Department; the direct administrative support required for the Departmental Offices operations; oversight and management of departmental information technology development; and computer support and services.

Buildings maintenance and operations.—This activity provides for maintenance and operation of the main Treasury Building and the Annex, including utilities, and custodial and craftsmen services. In addition, this activity provides for telecommunications facilities and services and the Federal buildings fund payment for space occupied by the Departmental Offices outside of the Treasury Building and the Annex.

STAFFING

The Committee allows the 341 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

Office of the Inspector General

Appropriation, fiscal year 1990 to date	$13,605,000
Budget estimate, fiscal year 1991	21,296,000
Recommended in the bill	21,296,000
Bill compared with:	
Appropriation, fiscal year 1990	+7,691,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $21,296,000, the full amount of the fiscal 1991 budget request, and an increase of $7,691,000 above fiscal year 1990.

This appropriation provides agencywide audit and investigative functions to identify and correct management and administrative deficiencies which create conditions for existing or potential instances of fraud, waste and mismanagement. The audit function provides internal audit, contract audit, and inspection services. Contract audits provide professional advice to agency contracting officials on accounting and financial matters relative to negotiation, award, administration, repricing, and settlement of contracts. Internal audits review and evaluate all facets of agency operations. Inspection services provide detailed technical evaluations of agency operations. The investigative function provides for the detection and investigation of improper and illegal activities involving programs, personnel, and operations.

STAFFING

The Committee allows the 299 positions requested, an increase of 46 positions over the 253 positions allowed for fiscal year 1990.

Federal Law Enforcement Training Center

SALARIES AND EXPENSES

Appropriation, fiscal year 1990 to date	$36,000,000
Budget estimate, fiscal year 1991	36,727,000
Recommended in the bill	36,727,000
Bill compared with:	
Appropriation, fiscal year 1990	+727,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $36,727,000, the full amount of the fiscal 1991 budget request, and an increase of $727,000 above fiscal year 1990.

The Federal Law Enforcement Training Center provides the necessary facilities, equipment, and support services for conducting recruit, advanced, specialized, and refresher training for Federal law enforcement personnel. Center personnel conduct the instructional programs for the basic recruit and some of the advanced training.

This appropriation is for operating expenses of the Center, for research in law enforcement training methods, and curriculum content. In addition, the Center has a reimbursable program to accommodate the training requirements of various Federal agencies. As funds are available, law enforcement training is provided to certain State and local enforcement personnel on a space-available basis.

TRAINING AT QUANTICO, VA

The Drug Enforcement Administration is currently training with the Federal Bureau of Investigation at Quantico, VA. Indications are that the DEA will be seeking new training facilities of their own. It was the intent of the Committee on Appropriations when establishing the Federal Law Enforcement Training Center, that all federal law enforcement agencies be trained at one centralized location to the extent possible. The Committee would not encourage additional separate training facilities to be constructed for individual agencies when FLETC is capable of providing such training.

REPRESENTATION EXPENSES

The Committee recognizes the need for additional representation funds and has increased the limitation from $5,000 to $7,000.

STAFFING

The Committee allows the 425 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

FACILITIES, ACQUISITION AND RELATED EXPENSES

Appropriation, fiscal year 1990 to date	$15,000,000
Budget estimate, fiscal year 1991	18,735,000
Recommended in the bill	18,735,000
Bill compared with:	
Appropriations, fiscal year 1990	+3,735,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $18,735,000, the full amount of the fiscal 1991 budget request, and an increase of $3,735,000 above fiscal year 1990.

This account provides for the acquisition, construction, improvements, equipment, furnishings and related costs for expansion and maintenance of facilities of the Federal Law Enforcement Training Center.

FINANCIAL MANAGEMENT SERVICE

SALARIES AND EXPENSES

Appropriation, fiscal year 1990 to date	$285,669,000
Budget estimate, fiscal year 1991	218,742,000
Recommended in the bill	218,742,000
Bill compared with:	
Appropriation, fiscal year 1990	−66,927,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $218,742,000, the full amount of the fiscal 1991 budget request, and a decrease of $66,927,000 below fiscal year 1990.

Financial operations—Field operations.—Payments are made through seven regional offices for Federal civilian agencies, except the U.S. Postal Service, the U.S. Marshals Service, and certain Government corporations. These disbursing services are provided through the timely issuance of checks, letters of credit, and electronic funds transfer (EFT) payments. Field Operations is also responsible for prescribing Federal Government payment policy, for processing EFT claims, for offering agency accounting services, and for providing full field representation for other functional areas of the Service.

Headquarters operations.—This activity is responsible for the control and financial integrity of the Federal payments and collections processes. This includes conducting reconciliation, accounting, and claims activities. It adjudicates and settles claims against the United States resulting from instances in which Government checks have been forged, lost, stolen, destroyed, or mutilated, and collects monies from those parties having liability to the United States through fraudulent or otherwise improper negotiation of Government checks.

General financial services.—This activity provides financial services for numerous accounts, including the two Social Security Trust Funds, the two Medicare Trust Funds, the Unemployment Trust Fund, the D.C. Government loan account, the Highway Trust Fund, the Airport and Airway Trust Fund, and the St. Lawrence Seaway Toll Rebate Program. In addition, this activity provides for payment of domestic and international claims.

Federal finance.—This activity is involved in the efficient and effective management of the Government's cash flow, assets, and liabilities. Its responsibilities include: implementation and enhancements to a number of collection mechanisms; improvements in the Government's forecast of receipts, outlays, and balances; and credit management and debt collection efforts throughout the Government. It proposes legislation and develops regulations for the implementation of cash and credit management initiatives and provides assistance to agencies.

Federal tax deposit fee payments.—This activity oversees fee payment compensation made to small and minority commercial depositories for the processing services they provide to the Government in the collection and accounting of Federal Tax Deposits.

Information systems.—This activity is responsible for overseeing the development, implementation, and operation of information and financial management systems that support and promote sound money management in the Federal Government. It is responsible for automated data processing (ADP) operations and the associated computer support necessary to maintain the Service's internal and Government-wide systems. Specific functions include operating and maintaining all central facility computer systems and data communications mechanisms, scheduling and processing development and production workloads, installing and tuning operating system software, planning and coordinating hardware installations, providing user support services, and acquiring ADP and telecommunications equipment, software, services and supplies. It also supports a large number of developmental efforts to enhance the collections, payments, accounting, reporting, and resource management functions of the Service.

STAFFING

The Committee allows the 2,216 positions requested, an increase of 57 positions over the 2,159 positions allowed for fiscal year 1990.

BUREAU OF ALCOHOL, TOBACCO AND FIREARMS

Appropriation, fiscal year 1990 to date	$264,058,000
Budget estimate, fiscal year 1991	275,284,000
Recommended in the bill	296,284,000
Bill compared with:	
Appropriation, fiscal year 1990	+32,226,000
Budget estimate, fiscal year 1991	+21,000,000

The Committee recommends an appropriation of $296,284,000, an increase of $21,000,000 over the fiscal 1991 budget request, and an increase of $32,226,000 above fiscal year 1990.

The Bureau of Alcohol, Tobacco and Firearms is responsible for the enforcement of the laws designed to eliminate certain illicit activities and to regulate lawful activities relating to distilled spirits, beer, wine and nonbeverage alcohol products, tobacco, firearms, and explosives.

Compliance operations.—This activity covers the regulation of: the alcohol and tobacco industries relating to revenue protection and product and market integrity; the legal firearms industry through a system of licensing and compliance inspections; and the explosives industry through a license and permit system for manufacturers, dealers, and users of explosives. Effective July 1, 1987, this activity became responsible for the deposit and accounting for alcohol and tobacco excise taxes.

Law enforcement.—This activity covers the enforcement of: Federal laws relating to the liquor industry; Federal firearms statutes and Federal laws to suppress illegal use of explosives and illegal trafficking in explosives.

ARMED CAREER CRIMINAL APPREHENSION PROGRAM

The Committee has recommended an increase of $21,000,000 in the Armed Career Criminal Apprehension Program and directs that the Bureau use all of these additional funds for that activity.

STAFFING

The Committee allows 3,984 positions for fiscal year 1991, an increase of 278 over fiscal year 1991.

UNITED STATES CUSTOMS SERVICE

SALARIES AND EXPENSES

Appropriation, fiscal year 1990 to date	$1,062,590,000
Budget estimate, fiscal year 1991	1,120,086,000
Recommended in the bill	1,140,086,000
Bill compared with:	
Appropriation, fiscal year 1990	+77,496,000
Budget estimate, fiscal year 1991	+20,000,000

The Committee recommends an appropriation of $1,140,086,000, an increase of $20,000,000 above the fiscal 1991 budget request, and an increase of $77,496,000 above fiscal year 1990.

Inspection and control.—In enforcing the provisions of the Tariff Act of 1930, as amended, the Inspection and Control activity must: (1) stop the illegal entry of drugs and other prohibited items and enforce export laws while accommodating the law-abiding persons and cargo entering this country; and (2) augment selectivity of Customs inspectional enforcement programs through improved techniques and equipment.

Tactical interdiction.—Operating under the authority of titles 19 and 26, U.S. Code, the tactical interdiction program stops smuggling activity along our national borders by maintaining a highly mobile interdiction force proficient in land, sea, and certain air tactical enforcement operations.

Investigations.—The investigative arm of the Customs Service conducts criminal, civil, and fact-finding investigations of customs and related laws, including currency, fraud, neutrality, smuggling, and illegal exports of critical technology.

Commercial activities.—Commercial operations: (1) enforces the provisions of the Tariff Act of 1930, as amended; (2) processes persons and cargo entering this country; (3) opens new ports of entry and expands service at existing ports to meet the needs of the traveling and importing public; (4) collects lost revenue by conducting investigations of commercial fraud; (5) improves the efficiency of processing through better selectivity in document review and laboratory analysis; (6) improves the administration of post-audit techniques; (7) provides Customs field personnel and the public with timely, uniform rulings and interpretations and final administrative decisions; and (8) achieves maximum utilization of Customs resources with minimum disruption of international trade and travel.

CUSTOMS OPERATIONS AT THE SOUTHWEST BORDER

The workload of the Customs Service at the Southwest border ports will continue to increase rapidly. This increase will reflect the growing interaction between the U.S. and Mexico. The expansion of Maquiladora plants, population growth in the Southwestern U.S. and Northern Mexico, tourism, travel by aliens legalized under the 1986 Immigration Reform Bill, and continued drug smuggling may overwhelm the current pace of improvements in personnel and facilities. The Customs Service must meet these challenges.

The Committee urges the Customs Service to effectively plan for the growth in its duties at the Southwest border and to actively advocate its needs to the Administration and Congress. Customs should make every effort possible to reduce delays at the ports of entry by adding personnel, expanding hours and implementing creative programs such as border crossing cards and express lanes for regular border travelers.

In the Fiscal 1989 Conference Report, this Committee asked the Customs Service to report on what measures are needed to address the growing workload at the Southwest border. The Customs Service compiled information on the requirement for substantial increases in personnel and facilities, but to date, the Administration has not released an official report on this issue. The Committee urges the Customs Service and the Administration to work with Congress to meet the tremendous current and future challenges facing the U.S. on the Southwest border.

MARYLAND PORT ADMINISTRATION

The Committee is aware that U.S. Customs Service examinations of freight are usually handled at diverse locations in a port. The Maryland Port Administration has been working with the shipping community and Customs to explore more efficient methods for Customs Service examinations. The Committee directs the Customs Service to study the feasibility of constructing and operating a centralized cargo examination facility at the Port of Baltimore as a demonstration project to expedite the flow of cargo and encourage efficiency and accountability of Customs operations at the port. The Customs Service shall report back with the results of this study no later than March 1, 1991.

OPERATION EXODUS

The Committee has included all of the funds requested for the continuation of Operation Exodus. Over the past several years, the Soviet Union and her allies have undertaken a major coordinated effort to obtain sophisticated U.S. manufactured or designed high technology items to enhance their own economic and defense capabilities. The rapid exportation of sophisticated strategic defense items, smuggled out of the country by clandestine and fraudulent means, poses a national security threat to this country and our allies. The funding requested by the Administration and recommended by the Committee will allow the Customs Service to aggressively counter this threat by utilizing integrated enforcement teams at specific ports of exportation of high and critical technology and equipment when such exportation is contrary to the best interests of the United States.

MACHINE READABLE DOCUMENT PROGRAM

Within the amount provided for salaries and expenses, the Committee has included $7 million for the machine-readable document border security program. The Committee is pleased with the progress the Customs Service has made to date in implementing this project. This amount will enable the Customs Service to continue to work with the State Department and the Immigration and Naturalization Service in implementing the comprehensive, automated data system for machine-readable travel and identity documents.

HONOLULU INTERNATIONAL AIRPORT

The Committee has included a provision in the bill which requires the Customs Service to increase by 30 the number of full-time employees in the Honolulu Customs District. The increase is in recognition of the substantial growth in arriving international visitors to Honolulu. This increase shall be in addition to the number of full-time inspectors at the airport.

The Committee has also provided $500,000 for part-time and temporary positions in the Honolulu Customs District, the same amount as in FY 1990. These actions regarding full and part-time staff are intended to enhance and not supplant current staff levels.

STAFFING

The Committee allows 17,604 positions for fiscal year 1991. The Budget recommended a reduction of 314 positions below fiscal year 1990. The funds to be transferred to Customs by the Director, Office of Drug Control Policy, as stated in his letter to Chairman Edward R. Roybal, dated April 25, 1990, will eliminate the proposed reduction in the Budget. In addition, the Committee has added an additional 300 positions, for which funds are included in the accompanying bill.

Certain of these additional positions are earmarked for very high priority locations as shown below. The remaining positions should be used by Customs to meet other high priority requirements only after a very careful review of such requirements.

It is requested that Customs report the assignment of the positions to the Committees on Appropriations of the House and Senate by June 15, 1991:

Northwest border stations	15
San Diego and San Ysidro, California	25
Los Angeles and San Francisco, California	60
Honolulu District	30
Washington Dulles Airport, Virginia	5
Baltimore-Washington International Airport	5
Total	140

OPERATIONS AND MAINTENANCE, AIR INTERDICTION PROGRAM

Appropriation, fiscal year 1990 to date	$230,363,000
Budget estimate, fiscal year 1991	143,047,000
Recommended in the bill	107,047,000
Bill compared with:	
Appropriation, fiscal year 1990	−123,316,000
Budget estimate, fiscal year 1991	−36,000,000

The Committee recommends an appropriation of $107,047,000, a reduction of $36,000,000 below the fiscal 1991 budget request, and a reduction of $123,316,000 below fiscal year 1990.

The Customs Air Interdiction Program combats the illegal entry of narcotics and other goods into the United States. This approriation provides capital procurement and total operations and maintenance for the Customs air program. The air program also provides support for the interdiction of narcotics by other Federal, State and local agencies.

AEROSTAT PROGRAM

The Committee directs that the operation and maintenance of the Aerostat program in the Customs Service be transferred to the Department of Defense. The cost of this program is $36,000,000 and the Committee has reduced the Air Interdiction program by $36,000,000.

CUSTOMS FORFEITURE FUND

(LIMITATION ON AVAILABILITY OF DEPOSITS)

Appropriation, fiscal year 1990 to date	$14,855,000
Budget estimate, fiscal year 1991	14,855,000
Recommended in the bill	14,855,000
Bill compared with:	
Appropriation, fiscal year 1990	
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $14,855,000, the full amount of the fiscal 1991 budget request.

Public Law 100-690 authorized Customs to establish a Customs Forfeiture Fund. Seized and forfeited currency and any proceeds beyond the expenses of seizure, and forefeiture of merchandise are deposited into this account. Use of these funds is limited to the following:

(1) all proper expenses of the seizure (including investigative costs incurred by the United States Customs Service leading to seizures) or the proceedings of forfeiture and sale, including, but not limited to, the expenses of inventory, security, and maintenance of custody of the property, advertisement and sale of the property, and if condemned by the court and a bond for such costs was not given, the costs as taxed by the court;

(2) awards of compensation to informers under section 619;

(3) satisfaction of liens for freight, charges, and contributions in general average, notice of which has been filed with the appropriate customs officer according to law, and other liens against forfeited property;

(4) amounts authorized by law with respect to remission and mitigation;

(5) claims of parties in interest to property disposed in the amounts applicable to such claims at the time of seizure;

(6) purchases by the United States Customs Service of evidence of smuggling of controlled substances, and violations of the currency and foreign transaction reporting requirements of chapter 51 of title 31, United States Code, if there is a substantial probability that the violations of these requirements are related to the smuggling of controlled substances;

(7) equipment for any vessel, vehicle, or aircraft available for official use by the United States Customs Service to enable the vessel, vehicle, or aircraft to assist in law enforcement functions;

(8) the reimbursement, at the discretion of the Secretary, of private persons for expenses incurred by such persons in cooperating with the United States Customs Service in investigations and undercover law enforcement operations;

(9) publication of the availability of awards under section 619;

(10) equipment for any vessel, vehicle, or aircraft available for official use by a State or local law enforcement agency to enable the vessel, vehicle, or aircraft to assist in law enforcement functions if the conveyance will be used in joint law enforcement operations with the United States Customs Service; and

(11) payment of overtime salaries, travel, fuel, training, equipment, and other similar costs of State and local law enforcement officers that are incurred in joint law enforcement operations with the United States Customs Service.

CUSTOMS SERVICE AT SMALL AIRPORTS

(TO BE DERIVED FROM FEES COLLECTED)

Appropriation, fiscal year 1990 to date	$2,152,000
Budget estimate, fiscal year 1991	2,152,000
Recommended in the bill	2,152,000
Bill compared with:	
Appropriation, fiscal year 1990	
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $2,152,000, the full amount of the fiscal 1991 budget request.

Customs charges user fees at certain small airports where the volume or value of business is insufficient to justify the availability of Customs services. The funds generated from these user fees are applied to expenditures incurred in providing Customs services at each of these designated small airports.

STAFFING

The Committee allows the 30 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

RECEIPTS

Appropriation, fiscal year 1990 to date	–$587,000
Budget estimate, fiscal year 1991	
Recommended in the bill	
Bill compared with:	
Appropriation, fiscal year 1990	+587,000
Budget estimate, fiscal year 1991	

BUREAU OF ENGRAVING AND PRINTING

SOYBEAN OIL BASED INK

In the interests of promoting American agricultural products and reducing dependency on petroleum, the Committee encourages the Bureau to proceed with measures to investigate the use of soybean-oil based inks in the production of currency, securities and postage stamps.

Specifically, the Bureau is directed to work with such private and public sector experts as it deems appropriate to establish a test comparing soybean oil-based inks with petroleum inks. At a minimum, this test should compare the inks based on cost, compatibility with equipment, reproduction quality, security against counterfeiting, and what modifications to currently available soybean-oil based inks, if any, would make these inks compatible with the Bureau's intaglio printing process.

The Bureau shall report the findings of the test and study to the Committee not later than June 1, 1991.

UNITED STATES MINT

SALARIES AND EXPENSES

Appropriation, fiscal year 1990 to date	$50,051,000
Budget estimate, fiscal year 1991	51,429,000
Recommended in the bill	51,429,000
Bill compared with:	
Appropriation, fiscal year 1990	+1,378,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $51,429,000, the full amount of the fiscal 1991 budget request, and an increase of $1,378,000 above fiscal year 1990.

The United States Mint manufactures coins, receives deposits of gold and silver bullion, and safeguards the Government's holdings of monetary metals.

Manufacture of coins (domestic).—Production of coins is the major Mint activity. Funds requested for 1991 will permit production of approximately 17.0 billion coins. This activity also funds the deposits and issues of monetary metals and coins.

Protection of monetary metals and coins.—Protection of the Government's holdings of gold and silver bullion and coin is maintained by armed guards and modern protective devices.

Research and development.—Funds to explore the application of technological improvement to the coining process.

STAFFING

The Committee allows the 905 positions requested, an increase of 17 positions over the 888 positions allowed for fiscal year 1990.

EXPANSIONS AND IMPROVEMENTS

Appropriation, fiscal year 1990 to date	
Budget estimate, fiscal year 1991	$550,000
Recommended in the bill	550,000
Bill compared with:	
Appropriation, fiscal year 1990	+550,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $550,000, the full amount of the fiscal 1991 budget request, and an increase of $550,000 above fiscal year 1990.

This appropriation is used for the expansion of and improvements to existing Mint facilities in order to increase production capacity and alleviate production problems concerning health, noise, and congestion.

BUREAU OF THE PUBLIC DEBT

Appropriation, fiscal year 1990 to date	$193,906,000
Budget estimate, fiscal year 1991	175,139,000
Recommended in the bill	175,139,000
Bill compared with:	
Appropriation, fiscal year 1990	−18,767,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $175,139,000, the full amount of the fiscal year 1991 budget request, and a decrease of $18,767,000 below fiscal year 1990.

This appropriation provides funds for the conduct of all public debt operations and the production of the sale of U.S. savings-type securities.

Processing and accounting for:

Savings securities.—This activity is concerned with the issuance, servicing, and retirement of savings bonds and notes and retirement-type securities, including: (1) the maintenance and servicing of individual accounts of owners of series H and HH bonds and the authorization of interest payments; and (2) the maintenance of accounting control over financial transactions, securities transactions and accountability, and interest cost. These functions are performed directly by the Bureau of the Public Debt, by the Federal Reserve Banks as fiscal agents of the United States, and by the 45,000 qualified agents which issue and redeem savings bonds and notes.

Marketable and special securities.—This activity is concerned with all securities of the United States, other than savings and retirement securities, including securities of Government corporations for which the Bureau of the Public Debt provides services. Functions performed relate to the issuance, servicing, and retirement of these securities, both directly by the Bureau and through the Federal Reserve Banks, as fiscal year agents, including: (1) The maintenance and servicing of individual accounts of owners of registered securities and book-entry Treasury bills; (2) the authorization of interest and principal payments; and (3) the maintenance of accounting control over financial transactions, securities transactions and accountability, and interest cost.

Promoting the sale of savings bonds.—This activity consists of sales promotion efforts, using press, radio, other advertising media, and organized groups, augmented by concentrated sales campaigns emphasizing payroll savings plans. These functions are performed by the U.S. Savings Bonds Division, a separate organization within the Department of the Treasury.

STAFFING

The Committee allows the 2,219 positions requested, an increase of 8 over fiscal year 1990.

Internal Revenue Service

ADMINISTRATION AND MANAGEMENT

Appropriation, fiscal year 1990 to date	$72,241,000
Budget estimate, fiscal year 1991	136,072,000
Recommended in the bill	136,072,000
Bill compared with:	
Appropriation, fiscal year 1990	+63,831,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $136,072,000, the full amount of the fiscal 1991 budget request, and an increase of $63,831,000 above fiscal year 1990.

The appropriation provides for overall planning and direction of the Internal Revenue Service, for management of the Service's support programs and for the conduct of internal audits and internal security investigations.

Executive direction.—This activity sets policies and goals, provides the research and planning necessary for sound and effective tax administration, and provides leadership and direction for the Service.

Management services.—This activity provides Servicewide policy guidance for managing the human, logistical, and financial resources needed to fulfill the Service's mission in tax administration in a cost effective manner while complying with relevant public laws and administrative procedures.

Internal audit and internal security.—This activity protects public confidence in the integrity of the Internal Revenue Service. Internal Audit independently reviews service programs at the national, regional and local levels to ensure that laws and regulations are being followed, that management and financial internal controls are in place, that programs and major ADP systems are functioning effectively and efficiently and that appropriated funds are spent as authorized. Internal Security conducts background investigations to maintain the integrity of the IRS workforce against fraud and drug abuse and protect the Service against outside attempts to bribe, intimidate or harass its employees.

STAFFING

The Committee allows the 2,343 positions requested.

PROCESSING TAX RETURNS AND ASSISTANCE

Appropriation, fiscal year 1990 to date	$1,919,196,000
Budget estimate, fiscal year 1991	1,444,517,000
Recommended in the bill	1,444,517,000
Bill compared with:	
Appropriation, fiscal year 1990	−474,679,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $1,444,517,000, the full amount of the fiscal 1991 budget request, and a decrease of $474,679,000 below fiscal year 1989.

This appropriation provides for processing tax returns and related documents, maintaining accurate, current taxpayer accounts by means of an automated system, processing data for compiling statistics of income and assisting taxpayers in correct filing of their returns and in paying taxes that are due.

Returns processing and revenue accounting.—This activity provides for all actions associated with the mailing of tax return forms and instructions, receipt of completed returns and payments, deposit of those payments, processing and accounting for revenue collections and Federal Tax Deposits and verification of the accuracy of information provided by the taxpayer through an automated master file system. It provides for payment of refunds, offset of refunds against delinquent accounts, issuance of notices that payments are overdue, identification of possible nonfilers for investigation, and assistance in the selection of tax returns for audit.

Statistics of income.—This activity publishes Statistics of Income Reports on the operation of income tax laws, as required by the Internal Revenue Code for the Congress and its committees; for administrative use by the Secretary of the Treasury and the Commissioner of Internal Revenue; and for the Federal benchmark statistical programs on income, wealth and finance.

Taxpayer service.—This activity aids voluntary compliance with Federal tax laws by informing taxpayers of their responsibilities and by providing services and information through various media which assist them in meeting their obligations. Inquiries concerning tax laws, IRS notices and procedures, and tax accounts problems are resolved.

STAFFING

The Committee allows the 33,755 positions requested for fiscal year 1991.

TAX LAW ENFORCEMENT

Appropriation, fiscal year 1990 to date	$1,886,929,000
Budget estimate, fiscal year 1991	3,560,484,000
Recommended in the bill	3,560,484,000
Bill compared with:	
Appropriation, fiscal year 1990	+1,673,555,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $3,560,484,000, the full amount of the fiscal 1991 budget request, and an increase of $1,673,555,000 above fiscal year 1990.

This appropriation provides for the examination of tax returns, both domestic and international, and the administrative and judicial settlement of taxpayer appeals of examination findings. It also provides for technical rulings, monitoring employee pension plans, determining qualifications of organizations seeking tax-exempt status, examining tax returns of exempt organizations, enforcing statutes relating to detection and investigation of criminal violations of the internal revenue laws, collecting unpaid accounts, and securing unfiled tax returns and payments. Funds are requested to continue the Service's ability to ensure equitable application and adequate enforcement of the tax laws, to promote voluntary compliance with the internal revenue laws, to identify possible nonfilers for investigation and to investigate cases of fraud or financial transactions related to possible money laundering schemes.

Examination.—This activity encourages voluntary compliance with the internal revenue laws through the determination of correct tax liability by the selective examination of tax returns, the correction of errors, and explanation of these corrections to taxpayers.

Appeals, tax litigation, and technical.—The appeals portion of this activity provides for an independent administrative review of contested tax assessments and adjustments with the objective of settling tax controversies without litigation. When settlement is not possible, the tax litigation portion of the activity provides for the handling of Tax Court litigation and for the coordination of the Service's legal position to ensure consistency. The technical activity provides legal advice and assistance to field enforcement activities, furnishes non-legal services and provides legal expertise in the issuance of ruling letters; technical advice; publication of revenue rulings and revenue procedures; review of legislation; interpretation of statutes and drafting of regulations.

Employee plans and exempt organizations.—This activity monitors private pension plans to ensure compliance with the Employee Retirement Income Security Act of 1974, as amended. Organizations apply for tax-exempt status, which is determined by this activity, through the application of certain tests. By examining tax returns of tax-exempt organizations, it monitors and ensures compliance with current tax laws regarding tax-exempt organizations.

International.—This activity directs the full range of IRS enforcement and assistance programs related to U.S. taxpayers doing business or residing outside the United States as well as non-resident aliens with a U.S. tax obligation; provides technical tax training and administrative assistance to foreign governments; works with States on exchange of information and other programs of mutual benefit; provides compliance and taxpayer service support to Puerto Rico, the Virgin Islands and certain Pacific Island jurisdictions; and manages activities related to tax treaties between the United States and other governments. The International Counsel function identifies and resolves international tax issues; provides timely guidance to the field through both routine program assistnce to the Assistant Commissioner (International) and to district counsel and international examiners with respect to specific cases and issues; and provides timely guidance to taxpayers and tax practitioners through the rulings and regulations program.

Tax fraud and financial investigation.—This activity provides for enforcement of the criminal statutes relating to violations of internal revenue laws. It investigates cases of suspected intent to defraud, recommends prosecution as warranted, and assists in the preparation and trial of criminal tax cases. In addition, financial investigations of money laundering schemes involving Currency Transaction Reports are conducted.

Collection.—This activity collects unpaid accounts and secures delinquent returns; develops and implements programs to prevent accounts from becoming delinquent and prevents nonfiling; and determines and analyzes the reasons for and the types of nonfiling.

Document matching.—Through the document matching program the Service matches information returns, such as wage, dividend, and interest statements, with related individual income tax returns. This enables the Service to identify income reporting discrepancies, unsubstantiated deductions, and nonfiling of tax returns and to verify facts and amounts in question through taxpayer contact prior to assessing additional tax or refunding excess credits.

The Committee emphasizes again that the country's self-assessment system of taxation depends for its success on voluntary compliance, the willingness of taxpayers to access their own tax correctly. Noncompliance with tax laws takes several forms. Some taxpayers simply fail to file returns. Others file but do not report all their income. Many taxpayers claim deductions, credits or exemptions to which they are not entitled, and a significant number of people who owe taxes do not file tax returns at all. Noncompliance, willful or otherwise, means billions of dollars which should be but are not part of the Government's annual tax receipts. It also represents inequity, for the many who comply must shoulder the burden of the few who do not. Adequate, evenhanded IRS enforcement is vital to the public's confidence that the Government is administering the tax laws fairly and equitably. The Committee is particularly concerned about the non-filer problem. General Accounting Office and Internal Revenue Service reports indicate that a substantial and growing number of citizens are either not reporting income or vastly under-reporting income. The so-called "underground" or "cash" economy represents a significant threat to the tax collecion efforts of the Service.

The Internal Revenue Service has testified that for every dollar spent in this activity, many additional dollars of revenue would be collected. In addition, Internal Revenue Service personnel contact many other people during the course of audits, collections and investigations which serve to remind other taxpayers that failure to pay the proper amount of taxes owed results in positive action against the violator by the Service. The positive effect on voluntary compliance is difficult to measure but is probably very significant. The Service cannot allow the tax collection process to become a lottery where dishonest taxpayers can take a chance on either not filing or filing incorrect returns with the knowledge that the chances are that they either won't be caught or that if they are caught nothing will be done to them. If that situation is ever allowed to occur then the honest taxpayers will be losers.

FOREIGN SUBSIDIARY TAX AVOIDANCE

The Committee has fully funded the budget request for tax law enforcement activities, and has directed the Service to increase spending by an amount not less than $10 million above the amount spent for these activities in Fiscal Year 1990, for enforcement efforts with regard to U.S. subsidiaries of foreign-controlled corporations that are not complying with U.S. tax laws. Recent estimates of the tax gap that results from the underreporting of income by foreign subsidiaries range in the tens of billions of dollars. The Committee is concerned by reports that some foreign subsidiaries employ transfer pricing schemes or pay inflated prices for insurance and shipping in order to avoid U.S. taxes, and urges the Service to aggressively pursue the unpaid taxes that result from these activities.

STAFFING

The Committee allows 74,656 positions for fiscal year 1991.

INFORMATION SYSTEMS

Appropriation, fiscal year 1990 to date	....
Budget estimate, fiscal year 1991	$993,927,000
Recommended in the bill	993,927,000
Bill compared with:	
Appropriation, fiscal year 1990	+993,927,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $993,927,000, the full amount of the fiscal 1991 budget request.

This appropriation provides for Service-wide data processing support, including the evaluation, development, and implementation of computer systems, software, and hardware requirements.

Processing and services.—This activity provides automation support for processing of tax and information returns, issuing refunds and notices and accounting for tax revenue. It also provides automation support for assisting taxpayers in meeting their tax obligations.

Compliance and enforcement.—This activity provides automation support for systems involved in directing IRS compliance and enforcement programs: including examination of tax returns; collecting unpaid tax accounts; securing delinquent returns; investigating tax fraud; resolving tax disputes; and determining and/or examining employee plan or exempt organizations.

Program support.—This activity provides automation support for all Internal Revenue Service programs, of a multi-functional and administrative nature, including management and financial information logistics, payroll and personnel, and the automation of internal audit and internal security.

Tax systems modernization.—This activity provides for modernization of the U.S. tax administration and collection system in order to increase revenues, improve services to the taxpayer and improve taxpayer compliance and confidence.

SYSTEMS MODERNIZATION PROGRAM

The Committee has fully funded the systems modernization program and encourages the Service to proceed expeditiously in this area. Technology is rapidly changing and the Service should be in a position to take full advantage of these technological advances to accurately and efficiently process its workload.

DETROIT COMPUTING CENTER

The Committee has continued to follow the transfer of the IRS personnel and payroll system at the Detroit Computing Center to the Department of Agriculture's National Finance Center. This transfer will impact over 300 employees. It is the Committee's concern that these employees are not receiving adequate training to prepare them for other employment within the Government. The Committee directs the IRS to dedicate resources to training of these employees so that they qualify for continued Federal employment. The Commissioner is directed to report the Service's plan for the retraining effort to the Committee within 60 days of enactment of this Act.

STAFFING

The Committee allows the 8,088 positions requested for fiscal year 1991.

UNITED STATES SECRET SERVICE

Appropriation, fiscal year 1990 to date	$366,262,000
Budget estimate, fiscal year 1991	397,640,000
Recommended in the bill	397,640,000

Bill compared with:	
Appropriation, fiscal year 1990	+31,378,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $397,640,000, the full amount of the fiscal 1991 budget request, and an increase of $31,378,000 above fiscal year 1990.

The Secret Service is responsible for protection of the President and other officials, investigating counterfeiting of currency and check forgeries, protection of the White House and various other buildings within Washington, DC.

Investigations, protection, and uniformed activities.—The Service must provide for the protection of the President of the United States, immediate family members, the President-elect, the Vice President, or other officer next in the order of succession to the Office of the President, and the Vice President-elect, and the members of their immediate families unless the members decline such protection; protection of the person of a visiting head and accompanying spouse of a foreign state or foreign government and, at the direction of the President, other distinguished foreign visitors to the United States and official representatives of the United States performing special missions abroad; the protection of the person of a former President and spouse during the former President's lifetime, the protection of the person of the spouse of a former President until death or remarriage, and minor children of a former President until they reach 16 years of age, unless such protection is declined. The Service is also responsible for investigation of counterfeiting of currency, and securities; forgery and altering of Government checks and bonds; thefts and frauds relating to Treasury electronic funds transfers; and other criminal and noncriminal cases.

The Secret Service Uniformed Division protects the Executive Residence and grounds in the District of Columbia; any building in which White House offices are located; the President and members of his immediate family; the official residence and grounds of the Vice-President in the District of Columbia; the Vice President and members of his immediate family; foreign diplomatic missions located in the Washington metropolitan area; of the Treasury Building, its Annex and grounds, and such other areas as the President may direct on a case-by-case basis.

Presidential candidate protective activities.—The Secret Service is authorized to protect major Presidential or Vice-Presidential candidates, as determined by the Secretary of the Treasury after consultation with an advisory committee. In addition, the Service is authorized to protect the spouses of major Presidential and Vice-Presidential candidates; however, such protection may not commence more than 120 days prior to the general Presidential election.

STAFFING

The Committee allows the 4,531 positions requested, an increase of 95 positions over the 4,436 positions allowed for fiscal year 1990.

TITLE II—POSTAL SERVICE

PAYMENT TO THE POSTAL SERVICE FUND

Appropriation, fiscal year 1990 to date	$453,425,000
Budget estimate, fiscal year 1991	484,592,000
Recommended in the bill	484,592,000
Bill compared with:	
Appropriation, fiscal year 1990	+31,167,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $484,592,000, the full amount of the fiscal 1991 budget request, and an increase of $31,167,000 above fiscal year 1990.

The Postal Reorganization Act of 1970, Public Law 91-375, converted the Post Office Department into the U.S. Postal Service, an independent establishment within the executive branch. The Postal Service commenced operations July 1, 1971. This agency is charged with providing patrons with reliable mail service at reasonable rates and fees.

The U.S. Postal Service is governed by an 11-member Board of Governors, including nine Governors appointed by the President, a Postmaster General who is selected by the Governors, and a Deputy Postmaster General who is selected by the Governors and the Postmaster General.

Decisions on changes in domestic rates of postage and fees for postal services are recommended to the Governors of the Postal Service by the independent Postal Rate Commission after a hearing on the record under the Administrative Procedure Act. The Commission also recommends decisions on changes in the domestic mail classification schedule to the Governors. Decisions of the Governors on rates of postage, fees for postal services, and mail classification are final, subject to judicial review.

For FY 1989, the Postal Service Fund (Fund) was included in the congressional and executive budget process and taken into account in making calculations under the Balanced Budget and Emergency Deficit Control Act of 1985 (Gramm-Rudman-Hollings). The Omnibus Budget Reconciliation Act of 1989 amended title 39 of the U.S. Code by adding a new section, 2009a, which provides that, beginning in FY 1990, the receipts and disbursements of the Fund shall not be considered as part of the congressional and executive budget process and shall not be taken into account in making calculations under Gramm-Rudman-Hollings. This legislation also makes the Postal Service liable for the Civil Service Retirement System (CSRS) COLAs for postal retirees who have retired after September 30, 1986, and their survivors. The liability will be apportioned to reflect civilian service since postal reorganization (i.e., service performed after June 30, 1971), and will be amortized over 15 years. The Postal Service also assumes the liability for the employer share of Federal Employees Health Benefit premiums for survivors of postal annuitants who have retired after September 30, 1986, for whom the Postal Service already pays the employer's share of the premium, and for survivors of employees who died in service after that date.

Programs.—Included are all postal activities providing window services; processing, delivery, and transportation of mail; research and development; administration of postal field activities; and associated expenses of providing facilities and financing.

Financing.—The activities of the U.S. Postal Service are financed from the following sources: (1) mail and services revenue; (2) reimbursements from Federal and non-Federal sources; (3) proceeds from borrowing; (4) interest from U.S. securities and other investments; and (5) appropriations by the Congress. All receipts and deposits are made to the Postal Service Fund and are available without fiscal year limitation for payment of all expenses incurred, retirement of obligations, investment in capital assets, and investment in obligations and securities.

USE OF RENTAL VERSUS GOVERNMENT-OWNED MAIL TRAILERS

It has been the understanding of the Committee for a number of years that it has been more economical for the Postal Service to use rental trailers rather than Government-owned trailers for the movement of mail within New York City. Accordingly, the Postal Service is requested to continue the use of rental trailers for the movement of mail in New York City rather than purchasing and using Government-owned trailers.

INTERMEDIATE ROUTES IN SMALL RURAL POST OFFICES

The Committee is aware of the Postal Service's actions removing responsibility for certain intermediate routes in Kentucky and other States from small rural post offices. The Committee is concerned that the postal managers in various regions may view this process as a way to reduce costs by encouraging postmaster retirements with service adversely affected. The Committee is aware that a moratorium on these reassignments was issued in Kentucky in February 1990, and believes that action was appropriate given concerns expressed in that area about possible service reductions. Should there be further instances involving reassignment of intermediate routes, the Committee expects Postal Service headquarters to approve such reassignments to ensure that service will not suffer as a result of those reassignments. Furthermore the Committee expects the Postal Service to continue to make every effort to ensure that postal customers served by highway contract routes receive service equivalent to that received by customers served by regular postal employees.

RETROACTIVE PENALTIES

The Committee is concerned over the manner in which the Postal Service is assessing and collecting retroactive penalties against nonprofit mailers. These penalties are the result of new regulations regarding unauthorized cooperative mailings which caused confusion by nonprofit mailers. This confusion was not corrected before fines were applied. The Committee is concerned over this issue and is aware that legislation is under consideration in the Senate which would correct this situation. The Committee has decided to await the disposition of the authorizing legislation before taking any further action.

POOR POSTAL DELIVERY ON NORTH SIDE OF CHICAGO

The Committee is concerned with the deplorable state of postal service in postal districts on the north side of the City of Chicago, Skokie, Evanston, and other north side suburbs.

Investigations by the General Accounting Office and by the Postal Inspector Service of the Postal Service itself identified many defects in the service, including misdirected mail, non-deliveries, late deliveries and receipts, mail bags dumped on premises, and letters opened and damaged. Such defects have been the basis of complaints by residents of the districts for years. Improvements have not been forthcoming.

Postmaster General Frank admitted the failures of postal service in the area complained of, yet, relief and correction has been almost non-existent.

The Committee, therefore, directs the Postmaster General to advise the Committee within 60 days of passage of this bill of the steps he proposes to take promptly to correct the postal delivery failures in the districts affected, including the construction of physical facilities needed for the purpose.

Following is the text of the letter from GAO to Postmaster General Frank dated February 26, 1990:

U.S. GENERAL ACCOUNTING OFFICE,
Washington, DC, February 26, 1990.

Hon. ANTHONY M. FRANK,
Postmaster General,
U.S. Postal Service.

DEAR MR. FRANK: Congressman Sidney R. Yates has requested that the General Accounting Office investigate the management and operations of the Postal Service in his district, which includes the north side of Chicago, Evanston and other near northern suburbs. Our limited work to date shows that the Postal Service has for some time been aware of severe problems in providing reliable service to residents in Congressman Yates' district. In view of this, we question whether a more intensive review by GAO to further document problems is the most expedient way to respond to Congressman Yates' request, the ultimate purpose of which is to find solutions to his constituents' problems.

Our preliminary work has included an analysis of complaint letters and related correspondence in Congressman Yates' Chicago office and inteviews with Postal Service officials in Chicago. In view of the persistence of the problems identified and the long history of apparently unsuccessful local efforts to correct them, we believe that the situation warrants direct attention from your office. Specifically, we believe you need to review the record on the extent of the problems, identify their underlying causes and, most importantly, order effective actions to hold your subordinate managers accountable for resolving them. Accordingly, before deciding on our future course of action, we need to know how the Postal Service currently views the problems in Congressman Yates' district and what corrective actions are to be taken.

To assist you in your consideration of this matter, following is a summary of some of the information we have obtained on customer complaints about mail delivery problems, potential causes, and past efforts to correct them, followed by the specific questions to which we need an answer.

COMPLAINTS FROM CUSTOMERS

Files from Congressman Yates' Chicago office covering the last 3 calendar years contained 169 complaints citing 290 specific allegations of poor mail service. These do not include undocumented telephone calls to his Chicago office, which the staff say are numerous, or any of the oral or written complaints received by his Evanston office. As the following table showns, a majority of the allegations involved misdirected mail, late delivery, or no delivery. We believe such complaints should be taken seriously because they involve the fundamental postal mission of delivering mail in a timely and accurate fashion.

Service problem	Times cited	Percent
Misdirected mail	64	22.1
No delivery for one day or more	55	19.0
Late receopt of specific item	54	18.6
Non-receipt of specific item	40	13.8
Mail bags dumped or not delivered securely	30	10.3
Late daily delivery	22	7.6
Complaints from senders	16	5.5
Other	9	3.1
Total	290	100.0

At least 60 percent of the 169 complaints originated from two ZIP codes—60614 and 60657. Both these ZIP codes are serviced out of the Lincoln Park station. Specific numbers of complaints for each ZIP code/station were as follows:

Complainant's ZIP Code	Station	Number of complaints	Percent
60614	Lincoln Park	71	42.0
60657	Lincoln Park/Lakeview	31	18.3
60610	Fort Dearborn	17	10.1
60660	Rogers Park	12	7.1
60626	Rogers Park	5	3.0
60640	Uptown	7	4.1
60613	Lakeview	4	2.4
Unknown	Unknown	13	7.7
Other	Various	9	5.3
Total		169	100.0

Problems with the Lincoln Park station were also evident in customer complaint data provided by the Postal Service's Chicago Division Marketing and Communications Office. The Postal Service received more complaints from the 60614 ZIP code concerning nonreceipt of a specific item and change of addess problems, than from any other ZIP code in Chicago during the first quarter of fiscal year 1990. The second most frequent origin of change of address complaints was the 60657 ZIP code.

POTENTIAL CAUSES OF THE PROBLEMS

Our information to date, while admittedly not complete, points to three basic potential causes of the mail delivery problems discussed above: Inadequate postal facilities; improper mail processing and delivery practices; and incomplete addresses on mail coupled with incomplete information on customers' mail boxes.

Inadequate facilities

Because of the relative frequency of complaints from Lincoln Park station customers, we focused on that station in our discussions of the complaints with local Postal Service officials. They told us that a major cause of mail delivery problems was that too much mail is moved through too small a facility. They said that the facility was too small to accommodate 17 additional routes that are needed to handle the volume at that station. They also said that this condition causes low morale and high turnover among carriers.

About 7 years ago, the Postal Service began looking for a site for a separate facility in the Graceland area for ZIP code 60657. In 1985, according to the Postal Service's Central Region Real Estate Acquisition Division General Manager, the Postal Service signed a 5-year lease on a vacant lot for $175,000 a year for that purpose. Nothing was built on the lot though lease payments of $875,000 have been made. After signing the lease, the Postal Service decided that the lot was unsuitable because it had been used as a garbage disposal site. After evaluating over 100 other sites, the Postal Service has decided to convert the site of a vehicle maintenance facility into a needed carrier station. Construction of the Graceland facility has begun and is scheduled to be completed by October 1990.

Despite the addition of the Graceland station, we believe mail service in the district will likely continue to deteriorate unless other actions are taken. For example, we calculate that the Graceland station will be operating near full capacity shortly after it opens. In addition, the Postal Service has identified the need to expand or replace the Lincoln Park station and seven other stations serving the district over the next 5 fiscal years. It seems reasonable to assume that the increasing population and mail volume in these areas will accelerate mail delivery problems unless something is done soon.

Mail processing and delivery

We have not evaluated the extent to which the delivery problems can be attributed to improper processing or delivery procedures and practices. However, in July 1988, the Postal Inspection Service reported, about Lincoln Park, that:

Color coding of mail was inconsistent.

Street supervision had not been conducted on a regular basis.

Bulk business mail was improperly discarded.

Properly addressed apartment mail was delayed by substitute carriers.

Change of address orders were not recorded or sent to central forwarding daily.

Relays, or dropped-off mail bags, were not afforded required security within apartment buildings.

More recently, the Regional Director of Operations Support, in a November 22, 1989, memorandum to the Postal Service's Office of Government Liaison, said that local management could take action to improve service at Lincoln Park station to address the "core" of current complaints on mail delivery delays. The memorandum said specifically that:

Lincoln Park needs to do a better job working mail in sequence.

The mail was not being color-coded properly.

The mail processing unit could help the delivery effort by developing certain strategies to help lighten the workload and reduce casing time for carriers in the delivery unit.

Other actions to help delivery were possible. For example, information in an existing data base could help reduce the level of missorts to the stations. Regional Performance Management will review what might be done in the area of "delivery unit sort quality".

We do not know whether corrective actions were taken as a result of the July 1988 or the November 1989 assessment cited above, or whether similar conditions exist at stations other than Lincoln Park.

Incomplete addresses and mail box identification

Postal Service officials told us that incompletely addressed mail and inadequately marked mail boxes are a major contributor to delays or misdirection of mail delivery. The November 1989 memorandum, cited above, said that the Postal Service intended to initiate a vigorous campaign to improve customers' addressing and that an approach for doing so would be in place within 120 days.

PAST EFFORTS TO IMPROVE

There is a lengthy record of correspondence from Congressman Yates to the Postal Service on the condition of mail delivery in his district. Letters from the Postal Service over the years have contained descriptions of numerous commitments and promised actions which, based on the current conditions, either were not fulfilled or did not have a lasting impact on the mail delivery problems in the area.

The following are examples of Postal Service officials' responses to Congressman Yates' requests for assistance over the years.

In March 1985, the Chicago Postmaster said that an itemized list of efforts to provide efficient and expeditious service would be too lengthy to put into a letter. He said that he was aware of the problems in Lincoln Park, which was the fastest growing area in Chicago.

As Assistant Postmaster General said in April 1985, that several improvements had been or would be undertaken pending the acquisition of a new station to alleviate many of the problems at the Lincoln Park and Lakeview stations.

In March 1987, an Assistant Postmaster General said that, in response to concerns expressed by Congressman Yates at the previous Postal Service appropriation hearing, the Postmaster General had ordered an examination of postal operations in the Lincoln Park area and that such an examination was underway.

In April 1987, the Postmaster General reported that a thorough examination of Lincoln Park operations had been completed and an action plan implemented to improve service, including (1) assigning additional supervisors to more closely observe and instruct employees and implement quality control measures, (2) assigning additional carriers to assist regular carriers, (3) acquiring, within 3 months, supplemental work space, (4) holding community meetings to openly discuss problems and solutions, and (5) assessing problems rapidly and completely through individual customer visits by local postal officials.

In September 1987, the Postmaster General said that since implementation of the April action plan at the Lincoln Park station, customer complaints had decreased from a daily average of 15–18 to a daily average of 3 or 4. He added, however, that a major concern for a number of stations in the area was the need for more space for facilities and that the Postal Service would make every effort to resolve the matter in the most expedient manner.

In January 1988, in response to continuing complaints, the Postmaster General said that the Postal Service was concerned about customer complaints and was making every effort to identify and correct as many causes of mail delays as possible.

In September 1988, an Assistant Postmaster General said that, in response to customer complaints, the Chicago Division Director of Field Operations had visited the Rogers Park, Uptown, Lakeview, and Fort Dearborn stations to (1) inform employees of the many concerns in their delivery area, (2) remind them of the need to bring service up to standards, and (3) notify them that records of errors and complaints would be kept by supervisors and managers on each carrier and that repeated infractions would result in disciplinary action. He said that such a policy would be pursued with area managers. He said that the Postal Service was concerned with the level of service in Congressman Yates' district and that every method possible would be utilized to bring it up to an acceptable level.

In February 1989, the Chicago Division Postmaster said that improving delivery service in Congressman Yates' district was the top challenge facing the division. She said that to meet this challenge, she had organized a task force to pinpoint and eliminate problem areas through intensified supervision, identification and correction or replacement of problem employees, participation in neighborhood group meetings and reallocation of resources. She further said that the division was determined to commit resources and take the necessary actions to provide on-time, consistent, and accurate delivery to all customers.

According to Congressman Yates' staff, mail service complaints continued to flow into their office through the remainder of calendar year 1989 and are continuing into 1990. By letter to you dated January 29, 1990, he again expressed his concern about the situations at Lincoln Park and other stations throughout his district and urged you to have the Postal Inspection Service investigate these problems.

CONCLUSION AND QUESTIONS

We recognize that it is difficult to keep pace with the demand for mail delivery services in high growth areas such as Lincoln Park. We also recognize that resulting mail delivery problems are not corrected overnight. However, for several years, the Postal Service has acknowledged that Congressman Yates' district has mail delivery problems and, on various occasions, promised corrective action. We believe, and hope you agree, that it is time for assurances to be replaced by actions which will result in long lasting improvements.

To help us decide on the nature and scope of GAO effort needed for us to be responsive to Congressman Yates, we would appreciate your comments on this conclusion and a description of any action you are taking or planning to improve mail service in Congressman Yates' district. In particular, we would like to know what specific actions are contemplated to assure that the stations cited in the table on page 2 of this letter are following the most efficient and effective procedures and practices in processing and delivering mail; resolve the problems of incomplete addresses and mail box identification; complete construction of the Graceland carrier station in October 1990 and schedule the expansion or replacement of the seven other facilities serving Congressman Yates' district that have been identified as likely to become inadequate.

We appreciate the cooperation of Postal Service officials in our efforts to date and would appreciate a prompt reply to this letter. If you or your staff wish to discuss the letter's contents or any related matter, I can be reached on 275-8676.

Sincerely yours,

L. NYE STEVENS,
Director, Government Business Operations Issues.

PAYMENT TO THE POSTAL SERVICE FUND FOR NONFUNDED LIABILITIES

Appropriation, fiscal year 1990 to date	$36,425,000
Budget estimate, fiscal year 1991	38,142,000
Recommended in the bill	38,142,000
Bill compared with:	
Appropriation, fiscal year 1990	+1,717,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $38,142,000, the full amount of the fiscal 1991 budget request, and an increase of $1,717,000 above fiscal year 1990.

The Administration's budget request includes $38,142,000 in fiscal year 1991 for transfer to the Department of Labor. This request covers Workers' Compensation costs for injuries to surviving former Post Office Department employees—that is prior to July 1971—injured before postal reorganization. While the Postal Service pays the workers' compensation costs for its own employees, by law the United States remains responsible for those Post Office Department injuries incurred prior to July, 1971 and the Postal Service is not liable for them.

It should be noted that under the Scorekeeping Guidelines for the Bipartisan Budget Agreement of April 14, 1989, this account is considered "mandatory" and therefore reductions to this account would not be available to increase discretionary appropriations elsewhere in this bill.

TITLE III—EXECUTIVE OFFICE OF THE PRESIDENT

COMPENSATION OF THE PRESIDENT

Appropriation, fiscal year 1990 to date	$250,000
Budget estimate, fiscal year 1991	250,000
Recommended in the bill	250,000
Bill compared with:	
Appropriation, fiscal year 1990	
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $250,000, the full amount of the fiscal 1991 budget request.

These funds provide for the compensation of the President and for official expenses.

OFFICE OF ADMINISTRATION

Appropriation, fiscal year 1990 to date	$18,580,000
Budget estimate, fiscal year 1991	24,910,000
Recommended in the bill	24,910,000
Bill compared with:	
Appropriation, fiscal year 1990	+6,330,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $24,910,000, the full amount of the fiscal 1991 budget request, and an increase of $6,330,000 above fiscal year 1990.

This office provides common administrative support and services to units within the Executive Office of the President. Included are personnel and financial management; administrative services such as mail distribution, messenger services, printing and duplication, and procurement; and automated data processing.

Program development in ADP systems will be funded by reimbursements from users.

STAFFING

The Committee allows the 167 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

THE WHITE HOUSE OFFICE

Appropriation, fiscal year 1990 to date	$30,232,000
Budget estimate, fiscal year 1991	32,799,000
Recommended in the bill	32,799,000
Bill compared with:	
Appropriation, fiscal year 1990	+2,567,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $32,799,000, the full amount of the fiscal 1991 budget request, and an increase of $2,567,000 above fiscal year 1990.

These funds provide the President with staff assistance and provide administrative services for the direct support of the President.

The Committee allows the 381 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

EXECUTIVE RESIDENCE AT THE WHITE HOUSE

Appropriation, fiscal year 1990 to date	$6,815,000
Budget estimate, fiscal year 1991	8,495,000
Recommended in the bill	8,495,000
Bill compared with:	
Appropriation, fiscal year 1990	+1,680,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $8,495,000, the full amount of the fiscal 1991 budget request, and an increase of $1,680,000 above fiscal year 1990.

These funds provide for the care, maintenance, and operation of the Executive Residence.

STAFFING

The Committee allows the 97 positions requested, an increase of 2 positions over the 95 positions allowed for fiscal year 1990.

OFFICIAL RESIDENCE OF THE VICE PRESIDENT

Appropriation, fiscal year 1990 to date	$574,000
Budget estimate, fiscal year 1991	626,000
Recommended in the bill	626,000
Bill compared with:	
Appropriation, fiscal year 1990	+52,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $626,000, the full amount of the fiscal 1991 budget request, and an increase of $52,000 above fiscal year 1990.

These funds provide for the care, maintenance, and operation of the Vice President's official residence.

SPECIAL ASSISTANCE TO THE PRESIDENT

Appropriation, fiscal year 1990 to date	$2,303,000
Budget estimate, fiscal year 1991	2,587,000
Recommended in the bill	2,587,000
Bill compared with:	
Appropriation, fiscal year 1990	+284,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $2,587,000, the full amount of the fiscal 1991 budget request, and an increase of $284,000 above fiscal year 1990.

These funds are to be used by the Vice President to carry out responsibilities assigned him by the President and by various statutes.

STAFFING

The Committee allows the 26 positions requested, an increase of 2 positions over the number allowed for fiscal year 1990.

COUNCIL OF ECONOMIC ADVISERS

Appropriation, fiscal year 1990 to date	$2,865,000
Budget estimate, fiscal year 1991	3,064,000
Recommended in the bill	3,064,000
Bill compared with:	
Appropriation, fiscal year 1990	+199,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $3,064,000, the full amount of the fiscal 1991 budget request, and an increase of $199,000 above fiscal year 1990.

The Council of Economic Advisers analyzes the national economy and its various segments, advises the President on economic developments, recommends policies for economic growth and stability, appraises economic programs and policies of the Federal Government, and assists in preparation of the annual Economic Report of the President to Congress.

STAFFING

The Committee allows the 38 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

OFFICE OF POLICY DEVELOPMENT

Appropriation, fiscal year 1990 to date	$3,075,000
Budget estimate, fiscal year 1991	3,395,000
Recommended in the bill	3,395,000
Bill compared with:	
Appropriation, fiscal year 1990	+320,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $3,395,000, the full amount of the fiscal 1991 budget request, and an increase of $320,000 above fiscal year 1990.

The Office of Policy Development advises and assists the President in the formulation, evaluation and coordination of long-range economic and domestic policy; supports the operation of the Office of Cabinet Affairs, including the Domestic Policy Council and the Economic Policy Council; and supports the President's Education Policy Advisory Committee and Low Income Opportunity Board.

STAFFING

The Committee allows the 44 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

NATIONAL CRITICAL MATERIALS COUNCIL

Appropriation, fiscal year 1990 to date	$397,000
Budget estimate, fiscal year 1991	235,000
Recommended in the bill	235,000
Bill compared with:	
Appropriation, fiscal year 1990	−162,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $235,000, the full amount of the fiscal 1991 budget request, and a decrease of $162,000 below fiscal year 1989.

The National Critical Materials Council assists in the coordination of materials policies and programs and works with the various agencies with mineral and materials policy and program responsibilities.

STAFFING

The Committee allows the 3 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

NATIONAL SECURITY COUNCIL

Appropriation, fiscal year 1990 to date	$5,335,000
Budget estimate, fiscal year 1991	5,893,000
Recommended in the bill	5,893,000
Bill compared with:	
Appropriation, fiscal year 1990	+558,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $5,893,000, the full amount of the fiscal 1991 budget request, and an increase of $558,000 above fiscal year 1990.

The National Security Council advises the President on the integration of domestic, foreign, and military policies relating to national security.

STAFFING

The Committee allows the 60 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

OFFICE OF MANAGEMENT AND BUDGET

Appropriation, fiscal year 1990 to date	$44,317,000
Budget estimate, fiscal year 1991	49,305,000
Recommended in the bill	49,305,000
Bill compared with:	
Appropriation, fiscal year 1990	+4,988,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $49,305,000, the full amount of the fiscal 1991 budget request and an increase of $4,988,000 above fiscal year 1990.

This Office assists the President in the discharge of his budgetary, management, and other executive responsibilities.

Budget review.—Budget instructions and procedures are developed, review of agency estimates is coordinated, budget data systems are maintained, agency financial management plans are reviewed, and the budget document is prepared.

National security and international affairs, Economics and government, Natural resources, energy, and science, and Human resources, veterans, and labor.—Agency programs, budget requests, and management activities are examined, appropriations are apportioned, proposed changes in agency functions are studied, and special studies aimed at establishing goals and objectives that would result in long- and short-range improvements in the agencies' financial, administrative, and operational management are conducted.

Director's office.—Executive direction and coordination for all Office of Management and Budget activities is provided. This includes the Director's immediate office as well as staff support in the areas of administration, public affairs, legislative reference, congressional and legislative affairs, economic policy, and General Counsel.

Management.—Development and oversight of the implementation of Government-wide management policies and programs. OMB's Management staff provides policy leadership, review and assistance to aid the improvement of Federal program management in the areas of service delivery, collections, management integrity, management and control systems, personnel management, Federal-State-local-relations, cash and credit management, Total Quality Management, a drug-free workplace, privatization, and program evaluation.

Information and regulatory affairs.—Policy leadership and assistance to agencies in paperwork management and reduction, ADP telecommunications policy, statistical policy, information policy and regulatory reviews are provided. Estimates include resources necessary for the Office of Information and Regulatory Affairs in the Office of Management and Budget to implement the Paperwork Reduction Act of 1980 (as amended by the Paperwork Reduction Act of 1986) and other functions delegated or assigned by the Director.

INSTALLMENT PURCHASE OF MILITARY FAMILY HOUSING

Historically, there have been only two ways for the Department of Defense (DOD) to own housing—direct military construction, and installment purchase through mortgage programs such as the program that operated from 1955 through 1963 under the provisions of the Capehart Act (42 USC 1594, and 12 USC 1748b).

Consideration of such installment purchase has been prohibited due to the current budget system which provides that the full cost of the long-term installment purchase must be counted against the Federal budget in the first year of the program. Based on this system of "score-keeping," the Department of Defense is driven to a policy that favors leasing, rather than purchase through a mortgage program. This policy is now in place despite economic analyses performed by DOD showing that an installment purchase program would be more economical to the taxpayer than a build-to-lease program.

The Committee has serious concerns over the current method of accounting for the installment purchase alternative and directs OMB to review the current score-keeping system and report to the Committee by March 31, 1991.

STAFFING

The Committee allows the 577 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

OFFICE OF FEDERAL PROCUREMENT POLICY

Appropriations, fiscal year 1990 to date	$2,626,000
Budget estimate, fiscal year 1991	2,914,000
Recommended in the bill	2,914,000
Bill compared with:	
Appropriation, fiscal year 1990	+288,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $2,914,000, the full amount of the fiscal 1991 budget request, and an increase of $288,000 above fiscal year 1990.

The Office of Federal Procurement Policy is responsible for promoting economy, efficiency, and effectiveness in the procurement of property and services by and for the executive branch.

STAFFING

The Committee allows the 37 positions requested for fiscal year 1991, the same number as authorized in fiscal year 1990.

OFFICE OF NATIONAL DRUG CONTROL POLICY

SALARIES AND EXPENSES

Appropriation, fiscal year 1990 to date	$36,949,000
Budget estimate, fiscal year 1991	66,500,000
Recommended in the bill	66,500,000
Bill compared with:	
Appropriation, fiscal year 1990	+29,551,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $66,500,000, the full amount of the fiscal 1991 budget request, and an increase of $29,551,000 above fiscal year 1990.

The Office of National Drug Control Policy, established by the Anti-Drug Abuse Act of 1988, is charged with developing policies, objectives and priorities for the National Drug Control Program; annually promulgating the National Drug Control Strategy; coordinating and overseeing the implementation of the Strategy; developing the consolidated National Drug Control Budget; making recommendations to the President regarding changes in the organization, management, personnel, and budgets of the Federal departments and agencies engaged in the drug effort; and consulting with and assisting State and local governments regarding drug control matters. The Office began operation in fiscal year 1989.

STAFFING

The Committee allows the 118 positions requested, an increase of 22 positions over the 96 positions allowed for fiscal year 1990.

SPECIAL FORFEITURE FUND

Appropriation, fiscal year 1990 to date	$115,000,000
Budget estimate, fiscal year 1991	128,000,000
Recommended in the bill	128,000,000
Bill compared with:	
Appropriation, fiscal year 1990	+13,000,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $128,000,000, the full amount of the fiscal 1991 budget request, and an increase of $13,000,000 above fiscal year 1990.

The Anti-Drug Abuse Act of 1988 established the Special Forfeiture Fund, to be administered by the Director of the Office of National Drug Control Policy. This Fund, which begins operation in fiscal year 1990, shall receive deposits from the Department of Justice Assets Forfeiture Fund. The Department of Justice estimates that $109 million will be deposited into the Special Forfeiture Fund in 1990. The monies in the Fund will be disbursed to the drug control agencies in accordance with the priorities articulated in the National Drug Control Strategy.

ALLOCATION OF FUNDS FROM THE SPECIAL FORFEITURE FUND

The Committee has received correspondence from the Director of the Office of Drug Control Policy regarding the allocation of funds from the Special Forfeiture Fund. The Committee directs the Director to make those funds available in accordance with his letter of April 25, 1990, which follows:

OFFICE OF NATIONAL DRUG CONTROL POLICY,
EXECUTIVE OFFICE OF THE PRESIDENT,
Washington, DC, April 25, 1990.

Hon. EDWARD R. ROYBAL,
Chairman, Subcommittee on Treasury, Postal Service, and General Government, Committee on Appropriations, House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: I recently responded to a letter sent to me by Senators DeConcini, Domenici, Hollings, and Rudman on February 27, 1990, concerning the effects of absorbing the costs of administratively uncontrollable overtime (AUO) on the personnel levels of certain law enforcement agencies. I had delayed in writing because the information I needed to respond has only been finalized.

First, I would like to set the record straight on what was said and what was meant at the two recent hearings referred to in their letter: ONDCP's February 2nd hearing before the Senate Judiciary Committee and our February 7th hearing before the Senate Treasury/Postal Appropriations Subcommittee. When speaking about the effects of the AUO absorptions on the budgets of Customs, DEA, FBI, and other agencies, Dr. Bruce Carnes, ONDCP's Director of Planning, Budget, and Administration, made the following points:

1. The personnel levels reflected in our Budget Summary had already taken into account the effects of the AUO absorption of these agencies and that no further reductions below those shown in the Summary would be taken to adjust for AUO;
2. The concerns raised about the effect of AUO on these agencies' personnel levels had led Treasury, Justice, and OMB to revisit the issue to determine if the AUO absorptions could be taken in other areas of the budget; and
3. If such revisions were made (and we stated that we thought revisions were more likely in the Justice accounts than in the Treasury accounts), the budget materials previously sent to Congress by Treasury would be amended. By this, we meant the Treasury budget justification materials, the so-called "Blues and Whites." When we spoke of an "amendment," we were referring to amending the Treasury materials (to reflect the new distribution of resources), not to amending the President's Budget to ask for additional resources.

As it turns out, the Treasury/Justice/OMB discussions did not result in any change to the levels or distributions originally proposed in the Treasury Blues and Whites. However, they did produce adjustments for the Justice accounts, and these adjustments were made before the DOJ Congressional budget justification materials were submitted to the Congress. As a result, DEA was able to add 408 new agent positions in 1991.

However, because I continue to be concerned about the personnel levels of the other Justice and Treasury law enforcement bureaus, I am now proposing to use some of the monies in the Special Forfeiture Fund (SFF) to cover the drug-related portions of the Justice and Treasury absorptions. We have reestimated the first-year needs for the National Drug Intelligence Center (NDIC) and by doing so we are able to free up some funds that can be used for this purpose.

Specifically, I propose providing $14,126,000 to Justice and $25,890,000 to Treasury for their drug-related pay and AUO costs. The balance of the funds in the SFF would be dedicated to the NDIC and ADP initiative. This action will enable the Justice and Treasury bureaus to increase their drug-related FTE by an additional 623 in 1991. For the Customs Service, it means that there will be no net reduction in overall FTE from 1990 to 1991, as there would have been without this action. More details are provided on the enclosed table.

In developing this proposal, I have been guided by two principles. First, that SFF monies should not be used to cover non-drug-related expenses. Indeed, I question whether it would be legal to do so. Second, that the NDIC and the ADP initiatives, the two proposed for which I originally requested the SFF appropriation, should be adequately funded before other uses for the Fund are considered. Secretary Brady and the Justice Department have also testified as to the importance of these efforts.

Mr. Roybal, I trust that this explanation responds to your concerns as well. I assure you that I share your commitment to priority funding for the drug law enforcement agencies. I am equally committed, however, to the future of the NDIC and the ADP initiative. I believe the proposal presented in this letter will allow us to accomplish all our funding objectives in a mutually agreeable fashion.

Sincerely,

BILL BENNETT,
Director.

Enclosure.

DRUG-RELATED ASSISTANCE

[Dollars in thousands]

	1991		Total	FTE added
	AUO	Pay		
Department of Justice:				
FBI	$3,600	$948	$4,548	61
INS	1,661	976	2,637	27
OCDETF	4,849	2,092	6,941	60

DRUG-RELATED ASSISTANCE—Continued

[Dollars in thousands]

	1991 AUO	1991 Pay	Total	FTE added
Total	10,110	4,016	14,126	148
Department of Treasury:				
Customs Service	8,604	[1] 10,280	18,884	314
BATF	2,995	861	3,856	78
IRS	1,255	1,804	3,059	83
Secret Service	65	26	91	0
Total	12,919	12,971	25,890	475

[1] Also includes funds for Customs' absorption of the 1990 pay raise.

In addition, the Committee directs the Director of the Office of Drug Control Policy to transfer $3.4 million to the Bureau of Alcohol, Tobacco and Firearms for equipment and communications.

UNANTICIPATED NEEDS

Appropriation, fiscal year 1990 to date	$1,000,000
Budget estimate, fiscal year 1991	1,000,000
Recommended in the bill	1,000,000
Bill compared with:	
Appropriation, fiscal year 1990	
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $1,000,000, the full amount of the fiscal 1991 budget request.

These funds enable the President to meet unanticipated needs in furtherance of the national interest, security, or defense.

TITLE IV—INDEPENDENT AGENCIES

ADMINISTRATIVE CONFERENCE OF THE UNITED STATES

Appropriation, fiscal year 1990 to date	$1,865,000
Budget estimate, fiscal year 1991	2,079,000
Recommended in the bill	2,079,000
Bill compared with:	
Appropriation, fiscal year 1990	+214,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $2,079,000, the full amount of the fiscal 1991 budget request, and an increase of $214,000 above fiscal year 1990.

The Conference assists the President, the Congress, and the Federal departments and agencies in improving administrative procedure. It conducts studies of the efficiency, adequacy, and fairness of the procedures that the agencies and departments use to determine the rights, privileges, and obligations of private persons. The Conference issues formal recommendations for improvements and then encourages their implementation.

In addition to its research activities, the Conference also arranges for the interchange among administrative agencies of information useful in improving administrative procedure and, on an ongoing basis, furnishes assistance and advice on matters of administrative procedure to the agencies, Congress, and others.

The Conference receives funds from other Federal agencies for special projects carried out by the Conference pursuant to agreements with these agencies.

STAFFING

The Committee allows the 24 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

Advisory Commission on Intergovernmental Relations

Appropriation, fiscal year 1990 to date	$1,285,000
Budget estimate, fiscal year 1991	1,300,000
Recommended in the bill	1,300,000
Bill compared with:	
Appropriation, fiscal year 1990	+15,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $1,300,000, the full amount of the fiscal 1991 budget request, and an increase of $15,000 above fiscal year 1990.

The Advisory Commission on Intergovernmental Relations (ACIR) is a 26-member independent, bipartisan body. The Commission and its staff examine Federal, State and local trends, events, and programs that affect intergovernmental relations. On request, proposed legislation and executive actions are reviewed to determine their overall effect on the Federal system. The Commission also identifies emerging problems of Federal-State-local relations and assists States and localities in anticipating and meeting problems caused by various intergovernmental overlaps and conflicts, and makes recommendations concerning the workings and structural arrangements of governmental units and allocation of responsiblities and revenues among the various levels of government. The recommendations and published reports growing out of the Commission's work are submitted to the executive and legislative branches of Federal, State, and local governments for appropriate action.

Continuing and annual projects of the Commission include assessing changing public attitudes on government and taxes; publishing annual data on the "representative tax system" for all 50 States; analyzing fiscal disparities; publishing a periodic catalog of Federal aid; surveying and identifying trends in State and local finances; monitoring key intergovernmental legislation of Federal, State, and local governments; and providing educational and technical assistance to Federal, State, and local governments regarding Commission recommendations.

Nonrecurring projects completed or nearing completion include studies of State constitutional law in the Federal system, Federal preemption of State authority, criteria and mechanisms for Federal mandate reimbursements, local governance and service provision in fragmented metropolitan areas, residential community associations, intergovernmental aspects of public welfare, balance in the Federal system, interjurisdictional tax and policy competition, State regulation of banks, local revenue diversification, and State groundwater management.

Other nonrecurring research projects underway or being initiated include State and local international trade and investment programs, State taxation and regulation of telecommunications, and State taxation of interstate banking.

Appropriations finance the personnel and personnel-related expenses incurred in the basic day-to-day operation of the Commission.

STAFFING

The Committee allows the 18 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

ADVISORY COMMITTEE ON FEDERAL PAY

Appropriation, fiscal year 1990 to date	$205,000
Budget estimate, fiscal year 1991	207,000
Recommended in the bill	207,000
Bill compared with:	
Appropriation, fiscal year 1990	+2,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $207,000, the full amount of the fiscal 1991 budget request, and an increase of $2,000 above fiscal year 1990.

The Advisory Committee on Federal Pay was appointed in accordance with the Federal Pay Comparability Act of 1970. The Committee assists the President in carrying out the policy of comparability in pay between major Federal statutory pay systems and private enterprise. The Committee reviews the annual report of the President's pay agent and considers the recommendations of representatives of Federal employees and other officials of the Federal Government. The Committee then prepares for the President an independent report with its findings and recommendations.

The Committee meets jointly throughout the year with the President's pay agent and the Federal Employees Pay Council in an attempt to reach early resolution of issues between them. It provides advisory opinions on unresolved issues.

STAFFING

The Committee allows the 3 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

COMMITTEE FOR PURCHASE FROM THE BLIND AND OTHER SEVERELY HANDICAPPED

Appropriation, fiscal year 1990 to date	1,049,000
Budget estimate, fiscal year 1991	1,160,000
Recommended in the bill	1,160,000
Bill compared with:	
Appropriation, fiscal year 1990	+111,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $1,160,000, the full amount of the fiscal 1990 budget request, and an increase of $111,000 above fiscal year 1990.

The Committee for Purchase From the Blind and Other Severely Handicapped was established by the Wagner-O'Day Act of 1938, as amended. Its primary objective is to provide employment opportunities for the blind and other severely handicapped and, whenever possible, to prepare them to engage in competitive employment. In

1991, 18,500 blind and handicapped individuals are projected to be employed in 445 producing workshops. The Committee's duties include promoting the program, determining which commodities and services are suitable for Government procurement from qualified nonprofit agencies serving the blind and other severely handicapped; publishing a procurement list of such commodities and services; determining the fair market price for commodities and services on the procurement list; and making rules and regulations necessary to carry out the purposes of the Act. The Committee expects to have 2,650 items on its procurement list, and workshop sales of $430 million.

The Committee staff's responsibilities include promoting and assessing the overall program; supervising the selection and assignment of new commodities and services; assisting in establishing prices; reviewing and adjusting these prices; verifying the qualifications of workshops; and monitoring their performance.

STAFFING

The Committee allows the 14 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

FEDERAL ELECTION COMMISSION

Appropriation, fiscal year 1990 to date	$15,330,000
Budget estimate, fiscal year 1991	17,150,000
Recommended in the bill	17,150,000
Bill compared with:	
Appropriation, fiscal year 1990	+1,820,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $17,150,000, the full amount of the fiscal 1991 budget request, and an increase of $1,820,000 above fiscal year 1990.

The Commission administers the disclosure of campaign finance information, enforces limitations on contributions and expenditures, supervises the public funding of Presidential elections, and performs other tasks related to Federal elections.

The Commission is authorized to submit budget estimates to the President and concurrently to Congress.

STAFFING

The Committee allows the 264 positions requested, an increase of 16 positions over the 248 positions allowed for fiscal year 1990.

GENERAL SERVICES ADMINISTRATION

FEDERAL BUILDINGS FUND

LIMITATIONS ON AVAILABILITY OF REVENUE

Appropriation, fiscal year 1990 to date	$25,220,000
Budget estimate, fiscal year 1991	1,365,353,000
Recommended in the bill	1,408,870,000
Bill compared with:	
Appropriation, fiscal year 1990	+1,383,650,000
Budget estimate, fiscal year 1991	+43,517,000

The Committee recommends an appropriation of $1,408,870,000, an increase of $43,517,000 above the fiscal 1991 budget request, and an increase of $1,383,650,000 above fiscal year 1990.

The Fund, established in 1975, replaces direct appropriations by using income derived from rent assessments which approximate commercial rates for comparable space and services.

ADVANCE APPROPRIATION, FY 1992

Appropriation, fiscal year 1990 to date	
Budget estimate, fiscal year 1992	$730,695,000
Recommended in the bill	
Bill compared with:	
Appropriation, fiscal year 1990	
Budget estimate, fiscal year 1992	−730,695,000

ADVANCE APPROPRIATION, FY 1993

Appropriation, fiscal year 1990 to date	
Budget estimate, fiscal year 1993	$317,608,000
Recommended in the bill	
Bill compared with:	
Appropriation, fiscal year 1990	
Budget estimate, fiscal year 1993	−317,608,000

ADVANCE FUNDING FOR FY 1992 AND 1993

The Committee approves the concept of direct funding of Federal buildings to meet high priority requirements for space when it is possible to do so. Consequently, the Committee has provided funding for many of the FY 1991 requirements contained in the President's budget amendment dated March 29, 1990 (H.Doc. 101-166).

The requirements for FY 1992 and 1993 will be considered in the FY 1992 and 1993 Appropriation Acts.

LIMITATIONS ON AVAILABILITY OF REVENUE

CONSTRUCTION AND ACQUISITION OF FACILITIES

Appropriation, fiscal year 1990 to date	$138,843,000
Budget estimate, fiscal year 1993	1,570,595,000
Recommended in the bill	1,469,642,000
Bill compared with:	
Appropriation, fiscal year 1990	+1,330,799,000
Budget estimate, fiscal year 1991	−100,953,000

The Committee recommends a limitation of $1,469,642,000, a reduction of $100,953,000 below the fiscal 1991 budget request, and an increase of $1,330,799,000 above fiscal year 1990.

Construction and acquisition of facilities.—Space is acquired through direct federally-financed construction of facilities, prospectus-level extensions to existing buildings and direct purchase of facilities. All costs directly attributable to Federal Buildings Fund construction projects for site acquisition and construction are financed under this activity.

This appropriation would provide funds to implement the recommendations of a joint General Services Administration (GSA), Office of Management and Budget study assessing the ability of GSA's Federal Buildings Fund to provide for current and future Federal office space requirements. The study found that Federal ownership of such space is generally economically preferable to leasing when a long term space need exists. The Committee supports this concept.

MINNEAPOLIS, MINNESOTA, FEDERAL BUILDING AND COURTHOUSE

The Committee instructs the General Services Administration that the funds available for construction of the Minneapolis Federal Building and U.S. Courthouse not be expended until the General Services Administration and the City of Minneapolis have come to agreement on an optimal plan for replacing the existing facility.

REPAIRS AND ALTERATIONS

Appropriation, fiscal year 1990 to date	$558,692,320
Budget estimate, fiscal year 1991	572,710,000
Recommended in the bill	579,710,000
Bill compared with:	
Appropriation, fiscal year 1990	+21,017,680
Budget estimate, fiscal year 1991	+7,000,000

The Committee recommends a limitation of $579,710,000, an increase of $7,000,000 above the fiscal 1991 budget request, and an increase of $21,017,680 above fiscal year 1990.

Repairs and alterations.—Repairs and alterations of public buildings are funded under this activity. Protection of the Government's investment, health and safety of building occupants, transfer of agencies from leased space, and cost effectiveness are the principal criteria used in establishing priorities. Primary consideration is given to repairs to prevent deterioration and damage to buildings, their support systems, and operating equipment. This activity also provides for conversion of existing facilities and nonprospectus extensions.

ASBESTOS REMOVAL PROJECT AT SAN YSIDRO PORT OF ENTRY

The General Services Administration will undertake a major asbestos removal project at the San Ysidro Port of Entry in Fiscal Year 1991. San Ysidro is the most heavily used land border crossing in the world and a renovation project of this size could have a negative impact on the operation of the port.

The Committee urges GSA and the U.S. Customs Service to increase and coordinate their efforts to mitigate the impact of the asbestos removal program. GSA should implement its plan to: complete work on four new lanes at Otay Mesa before closing lanes at San Ysidro; add crew shifts to reduce the length of the asbestos removal program; work with Mexican officials to place signage directing travelers to Otay Mesa; and, alert the public to the program.

The Customs Service should plan to: establish temporary "piggyback" inspection lanes at San Ysidro; expand the hours of operation at Otay Mesa; and plan to add staff to reduce delays at San Ysidro and Otay Mesa. The Committee believes that with adequate planning, this important safety and improvement project can be completed without serious disruption to the operation of the port of entry.

PAYMENT ON PURCHASE CONTRACTS

Appropriation, fiscal year 1990 to date	$126,752,000
Budget estimate, fiscal year 1991	136,579,000
Recommended in the bill	136,579,000
Bill compared with:	
Appropriation, fiscal year 1990	+9,827,000
Budget estimate, fiscal year 1991	

The Committee recommends a limitation of $136,579,000, the full amount of the fiscal 1990 budget request, and an increase of $9,827,000 above fiscal year 1991.

Installment acquisition payments.—Payments are made for liabilities incurred under purchase contract authority, lease purchase arrangements, and least cost financing authority. The periodic payments cover principal, interest, taxes, and other requirements. Purchase contract authority, which provided for private investment capital financing of public buildings, expired at the end of 1975.

RENTAL OF SPACE

Appropriation, fiscal year 1990 to date	$1,327,336,000
Budget estimate, fiscal year 1991	1,534,300,000
Recommended in the bill	1,506,300,000
Bill compared with:	
Appropriation, fiscal year 1990	+178,964,000
Budget estimate, fiscal year 1991	−28,000,000

The Committee recommends a limitation of $1,506,300,000, a decrease of $28,000,000 below the fiscal 1991 budget request, and an increase of $178,964,000 above fiscal year 1990.

Space is acquired through the leasing of buildings including space occupied by Federal agencies in U.S. Postal Service facilities. This program will provide an estimated 100.6 million square feet in 1990 and 105.3 million square feet in 1991.

The Committee has, without prejudice, reduced the Rental of Space activity by $28,000,000. It is the Committee's intent that this reduction not lead to a freeze or decrease in the acquisition of new or expansion space for GSA's customer agencies. GSA is to lease such space where customer agencies are able to make the appropriate Rent payment. The Committee's reduction is based upon the larger question of overall budget constraints and is not meant to interfere with the provision of space for necessary agency requirements. Therefore, GSA should provide expansion space to agencies when they verify that they have adequate funds to pay GSA's Rent charge.

REAL PROPERTY OPERATIONS

Appropriation, fiscal year 1990 to date	$948,000,000
Budget estimate, fiscal year 1991	1,037,200,000
Recommended in the bill	1,037,200,000
Bill compared with:	
Appropriation, fiscal year 1990	+89,200,000
Budget estimate, fiscal year 1991	

The Committee recommends a limitation of $1,037,200,000, the full amount of the fiscal 1991 budget request, and an increase of $89,200,000 above fiscal year 1990.

Real property operations.—Services are provided for Government for Government-owned and leased facilities, including cleaning, utilities and fuel, protection, maintenance, and miscellaneous services (such as moving, evaluation of new materials and equipment, and field supervision).

PROGRAM DIRECTION AND CENTRALIZED SERVICES

Appropriation, fiscal year 1990 to date	$68,020,000
Budget estimate, fiscal year 1991	90,781,000
Recommended in the bill	90,781,000
Bill compared with:	
Appropriation, fiscal year 1990	+22,761,000
Budget estimate, fiscal year 1991	

The Committee recommends a limitation of $90,781,000, the full amount of the fiscal 1991 budget request, and an increase of $22,761,000 above fiscal year 1990.

Overall general management, including office automation, financial management, policy development, planning, program evaluation and administration, is funded under this activity.

The Committee has approved $90,781,000 for Program Direction and Centralized Services. It is recognized that this amount may not be sufficient to cover the total payment required to be made to the General Management and Administration account under the conversion by this Committee of all staff support services in this account to a reimbursable funding arrangement for services rendered instead of providing a single direct appropriation. Therefore, to the extent necessary to provide for the full reimbursement to General Management and Administration it is the intent of the Committee that GSA make use of the General Provision which permits the realignment of budget activities for these purposes.

DESIGN AND CONSTRUCTION SERVICES

Appropriation, fiscal year 1990 to date	$146,302,000
Budget estimate, fiscal year 1991	242,165,000
Recommended in the bill	242,165,000
Bill compared with:	
Appropriation, fiscal year 1990	+95,863,,000
Budget estimate, fiscal year 1991	

The Committee recommends a limitation of $242,165,000, the full amount of the fiscal 1991 budget request, and an increase of $95,863,000 above fiscal year 1990.

Design and construction services.—This activity consolidates funding for the full range of design and construction services including preparation of drawings and specifications, management and inspection of construction and repairs and alterations projects, other construction related costs and non-project related technical services. In the case of prospectus level new construction projects and repairs and alterations projects, design work will be restricted to those projects reflected in the budget justifications for this activity or other projects which have been specifically approved.

KNOXVILLE, TENNESSEE, U.S. COURTHOUSE

The Committee directs the General Services Administration to begin design work on a U.S. Courthouse in Knoxville, Tennessee.

MONTEREY, CALIFORNIA, FEDERAL BUILDING AND COURTHOUSE

The Committee directs the General Services Administration to begin design work on a Federal Building/Courthouse in Monterey, California.

FEDERAL SUPPLY SERVICE

OPERATING EXPENSES

Appropriation, fiscal year 1990 to date	$47,644,000
Budget estimate, fiscal year 1991	52,243,000
Recommended in the bill	53,957,000
Bill compared with:	
Appropriation, fiscal year 1990	+6,313,000
Budget estimate, fiscal year 1991	+1,714,000

The Committee recommends an appropriation of $53,957,000, an increase of $1,714,000 above the fiscal 1991 budget request, and an increase of $6,313,000 above fiscal year 1990.

This appropriation provides for Governmentwide management of transportation and travel management; transportation audits; property management activities for utilization, rehabilitation, donation and sale of Federal property; legislative/regulatory activities; and the Schedules program. The major objective of these programs is to provide in a timely manner the goods and services needed by Federal departments and agencies, at a quality level to assure successful completion of their missions, all at least cost to the taxpayer.

The Federal Supply Service operations funded by appropriations include the Federal supply schedules contracting portion of commodity management and its related support activity. The remaining supply operations are funded by industrial funding (full cost recovery) through the General Supply Fund, as provided by Public Law 101-202.

Supply.—The purpose of this activity is to provide a Governmentwide program of contracts for commercial-type items required by Federal agencies and other authorized users of the Federal supply system. The program allows Government agencies the option of ordering standard commercial items directly from the contractor at prices which reflect the discounts associated with volume buying. This budget proposes $18,502,000 to support this program.

Transportation.—The purpose of this activity is to provide a Governmentwide program for transportation and travel management, transportation audits, and the management of aircraft procured by civilian agencies in support of their missions. This budget proposes $16,818,000 to support the transportation programs.

The GSA/FSS transportation and travel management programs continue to provide support and dollar savings for Government agencies through negotiated airline city-pair contracts, Travel Management Centers (TMC), hotel/motel discounts, charge card/travelers check program, automated rate and routing processes, the small package express delivery program, audits of transportation claims by and against the U.S. Government, and the long-term vehicle lease contracts program.

Property management.—This activity manages and operates a Governmentwide personal property program including the utilization, donation, and sale of property. It encompasses most Government agencies, and provides for utilization of excess property; donation of surplus personal property for public benefit purposes; sale of surplus and exchange/sale of personal property (except DOD property); and rehabilitation and reclamation of Government personal property to extend its useful life. The budget proposes $18,637,000 in 1991 to support surplus property processed at an estimated value of $1.2 billion.

Reimbursable operations.—This activity provides supply support services to other Government agencies on a reimbursable basis, principally involving (1) the provision of technical support services to the Government of Saudi Arabia for a joint U.S./Saudi Arabian project, (2) the printing of the Federal Travel Directory through a reimbursable agreement with the Military Traffic Management Command, and (3) the provision of personal property services related to seized and forfeited property. The budget proposes a level of reimbursable services of $3,809,000 in 1991.

STAFFING

The Committee allows the 904 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

FEDERAL PROPERTY RESOURCES SERVICE

OPERATING EXPENSES

(INCLUDING TRANSFER OF FUNDS)

Appropriation, fiscal year 1990 to date	$11,072,000
Budget estimate, fiscal year 1991	12,798,000
Recommended in the bill	13,386,000
Bill compared with:	
Appropriation, fiscal year 1990	+2,314,000
Budget estimate, fiscal year 1991	+588,000

The Committee recommends an appropriation of $13,386,000, an increase of $588,000 above the fiscal 1991 budget request, and an increase of $2,314,000 above fiscal year 1990.

This appropriation funds the utilization and disposal of excess and surplus real property. The estimate for 1991 is for activities related to the Real Estate Policy and Sales program, the appraisal of real property, and continuing emphasis on reuse of existing real property to extend its useful life.

Real estate policy and sales.—This activity promotes maximum utilization of real property by Federal agencies and the transfer among agencies of excess real property. It provides for the disposal of surplus real property by sale, exchange, lease, permit, assignment, or transfer, as well as the protection and maintenance of excess and surplus property pending its disposition. It also provides for the appraisal of excess and surplus property, necessary environmental and cultural analyses, disposition and predisposition reuse planning, and real property utilitzation surveys.

Reimbursable operations.—This activity provides services to other agencies related to the disposal of properties. The budget proposes a level of reimbursable services of $800,000 in 1991.

STAFFING

The Committee allows the 149 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

REAL PROPERTY RELOCATION

Appropriation, fiscal year 1990 to date	$7,942,000
Budget estimate, fiscal year 1991	8,000,000
Recommended in the bill	8,000,000
Bill compared with:	
Appropriation, fiscal year 1990	+58,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $8,000,000, the full amount of the fiscal 1991 budget request, and an increase of $58,000 above fiscal year 1990.

This appropriation covers relocation costs involved in moving agencies from valuable underutilized property, targeted for public sale, to facilities determined to be more economically suitable to their needs. For 1989, approved allocations to other agencies for relocation purposes amounted to $5.9 million with an average benefit/cost ratio of 3:1. The sale of these valuable underutilized properties would provide significant revenue to the Treasury and would far outweigh the relocation costs involved.

FISH AND WILDLIFE SERVICE

Last year, the Congress authorized and directed GSA to relocate the Region Five offices of the U.S. Fish and Wildlife Service. In addition to the amount provided by section 11(b) of title IV of Public Law 101-136, $2,500,000 is provided for costs associated with this relocation, including telecommunication costs and other expenses related to the relocation.

GENERAL MANAGEMENT AND ADMINISTRATION

Appropriation, fiscal year 1990 to date	$122,540,000
Budget estimate, fiscal year 1991	90,555,000
Recommended in the bill	35,100,000
Bill compared with:	
Appropriation, fiscal year 1990	−87,440,000
Budget estimate, fiscal year 1991	−55,455,000

The Committee recommends an appropriation of $35,100,000, a reduction of $55,455,000 below the fiscal 1991 budget request, and a decrease of $87,440,000 below fiscal year 1990.

This appropriation provides for policy direction and coodination of all GSA programs by the Administrator, Deputy Administrator, and Regional Administrators. It also provides for congressional and public affairs activities; agencywide acquisition policy, planning and coordination.

Policy direction.—This activity provides for the formulation and execution of agency policy, equal employment opportunity, oversight of the acquisition process and for functions assigned GSA by the Federal Property and Administrative Services Act of 1949 as amended. Provides liaison with the Small Business Administration on national minority business proposals and contracts to ensure that minority and small businesses receive a fair share of the agency's business. Responsible for implementation and execution of the functions and duties under sections 8 and 15 of the Small Business Act (P.L. 95-507).

Comptroller.—This activity provides accounting services to the Department of Justice in defense of Indian tribal claims against the U.S. Government.

This activity provides for the Regulatory and Information Service Center which compiles and analyzes the data on both Government-wide and agency-specific regulatory information resources management and statistical activities.

Board of Contract Appeals.—In accordance with the Contract Disputes Act of 1978, the Board has jurisdiction over any dispute relating to a contract for the provision of goods and services to the Government, inclusive of, but not limited to, disputed clause cases concerning contract performance; appeals of disappointed bidders; and proposed debarment or suspension actions. In addition, the Board serves as an administrative trial court for resolution of ADP bid protects under the Competition in Contracting Act, Title VII of the Deficit Reduction Act (Public Law 98-369).

REIMBURSABLE FUNDING

The Committee has approved full conversion of General Management and Administration's centralized internal administrative and staff support services from a single direct appropriation to reimbursable funding from GSA's benefiting accounts instead of the partial conversion proposed in the budget.

The Committee intends that the benefiting accounts reimburse the GM&A account for administrative and staff support services in the full annual amount at the beginning of the fiscal year after enactment of the appropriations bill. This is required to enable effective management and administration of the resources for these support services.

The Committee recognizes that there may be difficulties encountered in transitioning from direct to reimbursable funding for all of the staff support activities in a single fiscal year. Therefore, the Committee would be favorable to GSA's use of its reprogramming authorities should discrepancies in funding be detected.

The Committee believes that this reimbursable funding mechanism is adequate for providing regular recurring services. However, any future funding requirements for large onetime costs such as ADP equipment acquisitions and systems development projects required to perform these services effectively and efficiently should continue to be budgeted for separately in the direct appropriation portion of this account on a no-year basis. This will provide the Committee an opportunity to exercise its oversight of equipment acquisitions in this account and will eliminate the unsettling effect to customer agencies if prices were increased for these onetime costs by GSA's benefiting industrially funded accounts.

The Committee has approved a direct appropriation of $35,100,000 for policy direction and similar activities under GM&A. This results in a decrease of $55,455,000 in the direct appropriation requests for GM&A.

RECYCLING

The Committee strongly supports the actions that GSA has taken to date to encourage recycling and the use of recycled products by the Government. The subcommittee believes, however, that more can be done. Specifically, the Committee is concerned over language in some contracts that requires bidders to use only nonrecycled products. The Committee therefore, directs GSA to review its contracting procedure to encourage the use of recycled products whenever they are functionally and economically feasible. In addition, GSA should investigate the possibility of establishing recycling programs or assisting agencies in establishing their own programs in Federal Buildings under its jurisdiction. Such programs would include containers, education, and provisions for the collection of recyclable products that would ensure an effective and efficient program. GSA is directed to report back to the subcommittee by January 30, 1991, on what steps have been taken to increase recycling by the Federal Government, both through use of recycled products and collection of recyclable products, how much the Government earns through the sale of recyclable material, and what steps are recommended for additional improvements.

INFORMATION RESOURCES MANAGEMENT SERVICE

Appropriation, fiscal year 1990 to date	$32,480,000
Budget estimate, fiscal year 1991	39,268,000
Recommended in the bill	39,961,000
Bill compared with:	
Appropriation, fiscal year 1990	+7,481,000
Budget estimate, fiscal year 1991	693,000

The Committee recommends an appropriation of $39,961,000, an increase of $693,000 above the fiscal 1991 budget request, and an increase of $7,481,000 above fiscal year 1990.

This appropriation provides for the overall direction and coordination of comprehensive Governmentwide programs for the management, procurement, and utilization of automatic data processing, telecommunications, and office information equipment and services. It provides for the development and coordination of Governmentwide policies, procedures and regulations pertaining to ADP, telecommunications, and office information system acquisition, management and utilization; provides information services to the public; and provides for the overall management of operations financed through the Information Technology (IT) Fund.

Federal information resources management.—This activity develops, plans and directs Governmentwide programs governing the management and acquisition of Federal information resources. It also develops and monitors Governmentwide policies and regulations, reviews Federal agencies' implementing programs, and conducts long-range planning and research relating to future Governmentwide information resources management needs.

External information services.—This activity manages and directs the operation and maintenance of the Governmentwide data bases, including the Catalog of Federal Domestic Assistance, the Federal Procurement Data System, and the Automatic Data Processing Equipment/Data System.

Information resources procurement.—This activity directs, administers, and manages Governmentwide acquisition programs for ADP and telecommunications equipment, software, services, and related items; procures circuit facilities, services, and terminal and special purpose equipment competitively; directs the development of and implements new acquisition techniques and programs for ADP and telecommunications; maintains liaison with industry associations and State, local and foreign governments in ADP and telecommunications matters; conducts specific economic analyses required by IRMS to achieve its program objectives; represents the Government before State telephone rate commissions when proposed rate changes are determined to have a large impact on Government costs; and manages reimbursable ADP and telecommunications procurement programs financed through the Information Technology Fund.

GSA information systems.—This activity develops and oversees GSA policy concerning the acquisition, development, and use of automated information systems, equipment, and facilities within the guidelines established by the Executive Steering Committee for Information Resources Management; ensures that the GSA 5-year Strategic Plan for Automated Information is kept current, and that initiatives undertaken are consistent wtih the Plan; develops and enforces standards and procedures within GSA for the acquisition, development, and use of automated information system, equipment, and facilities; provides assistance and support of GSA units whose level of ADP activity does not warrant a full-time ADP staff, or to those who require special support; and manages internal common use ADP and data communication facilities.

Telecommunications services.—This activity manages and directs activities of IRMS that relate to reimbursable telecommunications programs including the present Federal Telecommunications System (FTS) and its replacement, FTS 2000; Washington Interagency Telecommunications System (WITS), the acquisition of telecommunications services, and telecommunications marketing and user services programs. It also develops overall telecommunications and regional objectives, long-range plans, comprehensive programs, and organization and operating methods needed to accomplish program objectives. Additionally, coordinates and oversees all activities (ADP and Telecommunications) relating to IRMS programs carried out in the GSA regions. It is also responsible for operation of the Federal Information Center Program, which provides information services for the public and business community on the Federal Government programs.

Information secruity oversight office.—The activity provides oversight for the infomation security program established by Executive Order 12356. This involves monitoring the information security programs of approximately 80 executive branch agencies. Major responsibilities include the conduct of on-site reviews and the development and promulgation of directives necessary for the implementation of the order. The Oversight Office establishes requirements for reports from agencies, analyzes data received together with data collected from on-site reviews, and advises agencies about any deficiencies or violations.

National security emergency preparedness.—This activity provides a flowthrough funding mechanism for GSA's share of payments to the Department of Defense (DOD) in support of the National Communications Systems (NCS).

FTS 2000

For the past two fiscal years, this Committee has enacted mandatory use language for the General Services Administration's FTS 2000 contracts. The Committee reaffirms its view that governmentwide participation in FTS 2000 is fundamental to the economy and efficiency of these centralized telecommunications contracts. Agency telecommunications procurement actions subject to P.L. 89-306 (The Brooks Act) have been and continue to be subject to the mandatory use requirement covering FTS 2000 services and their enhancements.

The Committee firmly believes that FTS 2000 services will result in lower costs to the government and hence to the American taxpayer. Reducing costs, while at the same time providing modern, state-of-the-art telecommunications technology for the Federal Government, has been a major factor in the Committee's support of this mandatory use provision.

The Committee anticipates that the Administrator will take appropriate action to ensure that the prices for all FTS 2000 services remain competitive with the commercial marketplace. If the prices do not remain competitive for the services provided under FTS 2000, the Administrator should, consistent with the terms of the contracts, act promptly to remedy the problem. The Committee is aware that potential remedies available to the Administrator include, but are not limited to, discontinuing orders of particular services which are not cost competitive.

Further, with respect to the services available under the contract, the Committee is concerned that the FTS 2000 contract not be modified except in accordance with the RFP and as permitted by law. While the subcommittee understands GSA's desire to have a contract flexible enough to take advantage of the dynamic growth in new technology in the telecommunications area, the Government must still adhere to the overarching policy of competition. Clearly, it is not the subcommittee's intent that the mandatory use requirement be interpreted in such a way so as to stifle competition from non FTS 2000 vendors for new services in the future. The Committee urges GSA to be ever mindful to healthy competition in an emerging and rapidly changing technology. Additionally, the Committee recognizes that GSA should continuously review the procurement and decision-making process it uses in making the determination of obtaining new services versus service enhancements.

Consequently, the General Services Administration is directed to report to the subcommittee within 60 days of enactment all modifications to the FTS 2000 contracts already adopted, and a technical and legal justification for such modifications.

OFFICE OF THE INSPECTOR GENERAL

Appropriation, fiscal year 1990 to date	$26,136,000

Budget estimate, fiscal year 1991	30,139,000
Recommended in the bill	30,997,000
Bill compared with:	
Appropriation, fiscal year 1990	+4,861,000
Budget estimate, fiscal year 1991	+858,000

The Committee recommends an appropriation of $30,997,000, an increase of $858,000 above the fiscal 1991 budget request, and an increase of $4,861,000 above fiscal year 1990.

This appropriation provides agencywide audit and investigative functions to identify and correct management and administrative deficiencies within GSA which create conditions for existing or potential instances of fraud, waste and mismanagement. The audits function provides internal audit, contract audit, and inspections services. Contract audits provide professional advice to GSA contracting officials on accounting and financial matters relative to the negotiation, award, administration, repricing, and settlement of contracts. Internal audits review and evaluate all facets of GSA operations. Inspections services provide detailed technical evaluations of GSA operations. The investigative function provides for the detection and investigation of improper and illegal activities involving GSA programs, personnel, and operations.

STAFFING

The Committee allows the 435 positions requested, an increase of 10 positions over the 425 positions allowed for fiscal year 1990.

ALLOWANCES AND OFFICE STAFF FOR FORMER PRESIDENTS

Appropriation, fiscal year 1990 to date	$1,808,000
Budget estimate, fiscal year 1991	1,964,000
Recommended in the bill	1,964,000
Bill compared with:	
Appropriation, fiscal year 1990	+156,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $1,964,000, the full amount of the fiscal 1991 budget request, and an increase of $156,000 above fiscal year 1990.

This appropriation provides for the pensions, office staffs, and related expenses for former Presidents Richard M. Nixon, Gerald R. Ford, Jimmy Carter, and Ronald Reagan and for a pension and postal franking privileges for the widow of former President Lyndon B. Johnson.

GENERAL SERVICES ADMINISTRATION

GENERAL PROVISIONS

The Committee has inserted three new General Services Provisions which have not been included in prior year Appropriation Acts.

Section 12. This provision authorizes the General Services Administration to sell, at competitive bid, the John W. McCormack Post Office and Courthouse in Boston, Massachusetts and deposit such proceeds into the Federal Buildings Fund. It has been determined that new construction of a Federal courthouse, on a site to be acquired, is the best solution for satisfying the long-term space needs of the United States Courts and other Federal agencies housed in the city of Boston. Once all court and non-court related Federal agencies have been relocated from the McCormack Building, GSA is authorized to dispose of same. Due to the relationship of these projects, GSA is authorized to retain the proceeds of sale to help fund the new construction project from the Federal Building Fund.

Section 13. The Regional Archives System of the National Archives and Records Administration was established in 1969 to preserve and make available for research records created by U.S. Courts and offices of Federal agencies located outside the Washington, D.C. metropolitan area. The National Archives—New England Region is depository for records created in Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island and Vermont. The original records held by the regional archives document the impact of the Federal Government and its various programs at the local, State, and regional levels and provide a wide variety of opportunities for research. The New England Region has custody of more than 17,000 cubic feet of records created by 43 Federal agencies or U.S. Courts, and the volume of records is expected to grow significantly. The present facility housing the New England Archives is inadequate both with respect to storage space and public access space. This section authorizes and directs the General Services Administration to provide not less than 12,000 square feet of space in Pittsfield, Massachusetts to house the New England Regional Archives.

Section 14. This legislation permits federal agencies to voluntarily use appropriated funds for purposes of education and training to increase professionalism of child care employees at federally-sponsored child care facilities on the same basis as federal employees.

The Committee has included language directing GSA to coodinate its requirements for office and other space with the Resolution Trust Corporation (RTC).

The RTC has office buildings available for rent or sale, but does not usually look at other Government needs prior to disposal of its assets and, therefore, does not respond to GSA solicitations. Nor does GSA routinely look to RTC when it searches for office space for its customers.

These two agencies have common requirements, and where there is a match, there can be a beneficial solution for each as well as for the American taxpayer. GSA may well obtain favorable rental rates in RTC properties. A Government purchase of a RTC building will increase Government ownership and reduce reliance on costly leases.

NATIONAL ARCHIVES AND RECORDS ADMINISTRATION

Appropriation, fiscal year 1990 to date	$124,840,000
Budget estimate, fiscal year 1991	128,879,000
Recommended in the bill	139,756,000
Bill compared with:	
Appropriation, fiscal year 1990	+14,916,000
Budget estimate, fiscal year 1991	+10,887,000

The Committee recommends an appropriation of $139,756,000, an increase of $10,887,000 above the fiscal 1991 budget request, and an increase of $14,916,000 above fiscal year 1990.

The National Archives and Records Administration provides for basic operations dealing with management of the Government's archives and records, operation of Presidential libraries, and for the review for declassification of classified security information.

Records centers.—This activity provides for the accessioning, storage, reference service, and disposal of the semiactive and noncurrent records of Federal agencies through a nationwide system of 14 records centers. Significant savings result from use of low cost records storage and the efficient and timely disposal of nonpermanent records.

Archives and related services.—This activity provides for selecting, preserving, describing, and making available to the general public, scholars, and Federal agencies, the permanently valuable records of the Federal Government and the historical material in Presidential libraries, related publications and exhibit programs, and the appraisal of all Federal records. It also provides for the publication of the *Federal Register* and *Code of Federal Regulations,* the *U.S. Statutes-at-Large,* Presidential documents and for a program to improve the quality of regulations and the public's access to them. It also provides for the National Audiovisual Center's audiovisual information and management programs.

Through the records declassification program, historically valuable information in the records of the Federal Government and in donated historical materials are made available to the public by declassifying as much information as possible without endangering the national security.

National Historical Publications and Records Commission.—This Commission coordinates and provides technical assistance to archival planning and assessment projects in many States and also offers a specialized reference service to Federal, State and local and nongovernment institutions that are publishing significant portions of records from official government files. The Commission also lends its endorsement and support to those specific projects that further the basic objectives stated in its legislation.

Archives II Facility.—Provides for construction and related services of a new archival facility.

STAFFING

The Committee allows the 2,037 positions requested, an increase of 18 positions over the 2,019 positions allowed for fiscal year 1990.

Office of Government Ethics

Appropriation, fiscal year 1990 to date	$3,369,000
Budget estimate, fiscal year 1991	3,500,000
Recommended in the bill	3,275,000
Bill compared with:	
Appropriation, fiscal year 1990	+356,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $3,725,000, the full amount of the fiscal 1991 budget request, and an increase of $356,000 above fiscal year 1990.

The Office of Government Ethics (OGE) is charged by law to provide overall direction of executive branch policies designed to prevent conflicts of interest and ensure high ethical standards. The OGE discharges its responsibilities to preserve and promote public confidence in the integrity of Federal officials by developing rules and regulations pertaining to conflicts of interest, post employment restrictions, standards of conduct, and public and confidential financial disclosure in the executive branch; monitoring compliance with the public and confidential financial disclosure requirements of the Ethics in Government Act of 1978 and the Ethics Reform Act of 1989, Public Law 101-194, to determine possible violations of applicable laws or regulations and recommending appropriate corrective action; consultng with and assisting various officials in evaluating the effectiveness of applicable laws and the resolution of individual problems; and preparing formal advisory opinions, informal letter opinions, policy memoranda, and Federal Register entries on how to interpret and comply with the requirements on conflicts of interest, post employment, standards of conduct, and financial disclosure.

STAFFING

The Committee allows the 53 positions requested for fiscal year 1991, an increase of 7 positions above the 46 positions allowed in fiscal year 1990.

OFFICE OF PERSONNEL MANAGEMENT

SALARIES AND EXPENSES

APPROPRIATION

Appropriation, fiscal year 1990 to date	$110,942,000
Budget estimate fiscal year 1991	114.461,000
Recommended in the bill	114,461,000
Bill compared with:	
Appropriation, fiscal year 1990	+3,519,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $114,461,000, the full amount of the fiscal 1991 budget request, and an increase of $3,519,000 above fiscal year 1990.

The Office of Personnel Management is responsible for personnel management functions which include the following activities:

Career entry and employee development.—This activity consists of (a) recruiting; (b) examining; (c) developing qualification standards; (d) administering the affirmative employment program; and (e) employee development.

Investigations.—This activity focuses on assuring applicant appointee fitness and suitability.

Personnel systems and oversight.—This activity includes: (a) managing human resources systems innovation and simplification; (b) developing and implementing pay and leave administration policy; (c) managing employee health programs; (d) conducting personnel management evaluations, including oversight; (e) managing employee and labor relations; (f) developing classification standards; and (g) providing work-force information.

Administrative services.—This activity includes: (a) personnel and equal employment opportunity; (b) finance; (c) facilities, publishing and acquisitions management; and (d) library and health services in support of all OPM programs.

ADP services.—This activity consists of the central computing facility and related functions in support of program requirements.

Executive services.—This activity includes: (a) executive direction; (b) policy development; (c) legal advice and representation; (d) public affairs; (e) legislative activities; (f) budget; and (g) administration of the Senior Executive Service system.

Other programs.—This activity includes; (a) administering the Voting Rights Act of 1965; (b) operating expenses of the President's Commission on Executive Exchange and White House Fellows; and (c) operating expenses for the President's Advisory Commission on the Public Service.

Manadatory payments.—This activity finances certain manadatory overhead expenses including (a) reimbursements to GSA for space rental and for Federal telecommunications services (FTS); (b) reimbursements to the U.S. Postal Service for penalty mail and parcel post; (c) reimbursements to the Department of Labor for workers compensation and unemployment benefits paid; and (d) other miscellaneous services.

Reimbursable programs.—The OPM performs reimbursable work at the request of other agencies and administers retirement and insurance programs for the Federal employees and retired Federal employees. These programs include the Civil service retirement and disability fund, the Employees life insurance fund, the Employees health benefits fund, and the Retired employees health benefits fund. Administrative expenses are financed through the transfer of funds from the appropriate trust funds.

STAFFING

The Committee allows the 1,999 positions requested, an increase of 27 positions over the 1,972 positions allowed for fiscal year 1990.

(LIMITATION ON ADMINISTRATIVE EXPENSES)

Appropriation, fiscal year 1990 to date	$81,907,000
Budget estimate, fiscal year 1991	74,379,000
Recommended in the bill	74,379,000
Bill compared with:	
Appropriation, fiscal year 1990	−7,528,000
Budget estimate, fiscal year 1991	

The Committee recommends a limitation of $74,379,000, the full amount of the fiscal 1991 budget request, and a decrease of $7,528,000 below fiscal year 1990.

OFFICE OF INSPECTOR GENERAL

INCLUDING TRANSFER OF TRUST FUNDS

Appropriation, fiscal year 1990 to date	$2,879,000
Budget estimate, fiscal year 1991	4,607,000
Recommended in the bill	4,607,000
Bill compared with:	
Appropriation, fiscal year 1990	+1,728,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $4,607,000, the full amount of the fiscal 1991 budget request, and an increase of $1,728,000 above fiscal year 1990.

This appropriation provides agencywide audit and investigative functions to identify and correct management and administrative deficiencies which create conditions for existing or potential instances of fraud, waste and mismanagement. The audits function provides internal audit, contract audit, and inspections services. Contract audits provide professional advice to agency contracting officials on accounting and financial matters relative to negotiation, award, administration, repricing, and settlement of contracts. Internal audits review and evaluate all facets of agency operations. Inspections services provide detailed technical evaluations of agency operations. The investigative function provides for the detection and investigation of improper and illegal activities involving programs, personnel, and operations.

STAFFING

The Committee allows the 56 positions requested, an increase of 17 positions over the 39 positions allowed for fiscal year 1990.

(LIMITATION ON ADMINISTRATIVE EXPENSES)

Appropriation, fiscal year 1990 to date	
Budget estimate, fiscal year 1991	$3,195,000
Recommended in the bill	3,195,000
Bill compared with:	
Appropriation, fiscal year 1990	+3,195,000
Budget estimate, fiscal year 1991	

The Committee recommends a limitation of $3,195,000, the full amount of the fiscal 1991 budget request, and an increase of $3,195,000 above fiscal year 1990.

GOVERNMENT PAYMENT FOR ANNUITANTS, EMPLOYEES HEALTH BENEFITS

Appropriation, fiscal year 1990 to date	$3,727,247,000
Budget estimate, fiscal year 1991	3,509,563,000
Recommended in the bill	3,509,563,000
Bill compared with:	
Appropriation, fiscal year 1990	−217,684,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $3,509,563,000, the full amount of the fiscal 1991 budget request, and a decrease of $217,684,000 below fiscal year 1990.

The appropriation covers: (1) the Government's share of the cost of health insurance for 1,593,000 annuitants as defined in section 8901 and 8906 of title 5, United States Code; (2) the Government's share of the cost of health insurance for 23,000 annuitants (who were retired when the Federal employees health benefits law became effective), as defined in the Retired Federal Employees Health Benefits Act of 1960; and, (3) the Government's contribution for payment of administrative expenses incurred by the Office of Personnel Management in administration of the act. In accordance with the provisions of Public Law 100–203, the United States Postal Service made contributions to the Employees health benefits fund in the amount of $270 million in 1989. The budget authority requested for this account was adjusted to reflect this payment.

The Committee notes that the amount of funds appropriated by the Committee for the government's contribution for annuitants in the Federal health benefits system is sufficient to maintain current service levels. It is the Committee's intent in approving the requested appropriation to provide sufficient funds to maintain Federal employee health benefits at no less than current levels.

GOVERNMENT PAYMENT FOR ANNUITANTS, EMPLOYEE LIFE INSURANCE BENEFITS

Appropriation, fiscal year 1990 to date	$2,662,000
Budget estimate, fiscal year 1991	8,700,000
Recommended in the bill	8,700,000
Bill compared with:	
Appropriation, fiscal year 1990	+6,038,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $8,700,000, the full amount of the fiscal 1991 budget request, and an increase of $6,038,000 above fiscal year 1990.

The 1980 law which established the Federal Employees Life Insurance Program requires all annuitants retiring after December 31, 1989 to contribute toward their post-retirement coverage until they attain age 65. The requested appropriation will finance the Government's portion of premiums to be collected for post-retirement coverage.

PAYMENT TO CIVIL SERVICE RETIREMENT AND DISABILITY FUND

Appropriation, fiscal year 1990 to date	$5,211,732,000
Budget estimate, fiscal year 1991	5,687,105,000
Recommended in the bill	5,687,105,000
Bill compared with:	
Appropriation, fiscal year 1990	+475,373,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $5,687,105,000, the full amount of the fiscal 1991 budget request, and an increase of $475,373,000 above fiscal year 1990.

Payment of annuities under special acts.—These annuities are paid to persons who were employed on the construction of the Panama Canal or their widows and widows of former employees of the Lighthouse Service.

Payment of Government share of retirement costs.—The Civil Service Retirement Amendments of 1969 provide for financing of the current year's costs of the unfunded liability created since its enactment on October 20, 1969. Any statute which authorizes (1) new or liberalized benefits, (2) extension of retirement coverage, or (3) pay increases, is deemed to authorize appropriations to the fund to finance the unfunded liability created.

Transfers for interest on unfunded liability and payment of military service annuities.—The Secretary of the Treasury is required to make annual payments from general revenues into the Retirement fund of an amount equivalent to: (1) interest on the unfunded liability, and (2) annuity disbursements attributable to military service. The Office of Personnel Management, at the end of each year, notifies the Secretary of the Treasury of the amount of payment to be made to the Retirement fund and reports such sums to the President and Congress.

Payments for spouse equity.—The Civil Service Retirement Spouse Equity Act of 1985, Public Law 98-615, provides for the payment of survivor annuities to eligible former spouses of annuitants who died between September 1978 and May 1986 and who did not elect survivor coverage. The law authorizes the Office of Personnel Management to notify the Secretary of the Treasury of the amount of such annuities paid each fiscal year and directs the Secretary to credit this amount to the Civil Service Retirement and Disability Fund.

Transfers for payment of FERS supplemental liability.—Under provisions of the Federal Employees' Retirement System (FERS) Act of 1986, Public Law 99-335, the Secretary of the Treasury is required to make annual amortization payments to finance supplemental liabilities as calculated for the new FERS.

MERIT SYSTEMS PROTECTION BOARD

SALARIES AND EXPENSES

Appropriation, fiscal year 1990 to date	$20,929,000
Budget estimate, fiscal year 1991	22,564,000
Recommended in the bill	22,564,000
Bill compared with:	
Appropriation, fiscal year 1990	+1,635,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $22,564,000, the full amount of the fiscal 1990 budget request, and an increase of $1,635,000 above fiscal year 1990.

The Merit Systems Protection Board performs the adjudicatory functions necessary to maintain the civil service merit system. These include hearing appeals on adverse actions, reduction-in-force actions, and retirement. The Board will report to the President on whether merit systems are sufficiently free from prohibited personnel practices to protect the public interest.

STAFFING

The Committee allows the 334 positions requested, an increase of 5 positions over the 329 positions allowed for fiscal year 1990.

(LIMITATION ON ADMINISTRATIVE EXPENSES)

Appropriation, fiscal year 1990 to date	$1,450,000
Budget estimate, fiscal year 1991	1,500,000
Recommended in the bill	1,500,000
Bill compared with:	
Appropriation, fiscal year 1990	+50,000
Budget estimate, fiscal year 1991	....

The Committee recommends a limitation of $1,500,000, the full amount of the fiscal 1991 budget request, and an increase of $50,000 above fiscal year 1990.

OFFICE OF SPECIAL COUNSEL

Appropriation, fiscal year 1990 to date	$5,107,000

Budget estimate, fiscal year 1991	6,608,000
Recommended in the bill	6,608,000
Bill compared with:	
Appropriation, fiscal year 1990	+1,501,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $6,608,000, the full amount of the fiscal 1991 budget request, and an increase of $1,501,000 above fiscal year 1990.

The Special Counsel is empowered to investigate prohibited personnel practices in Federal agencies and political activities prohibited by the Hatch Act, and to administratively prosecute offending employees and agencies before the Merit Systems Protection Board. The Special Counsel may also transmit "whistle-blower" allegations to the agency head concerned and require an agency investigation and a report to the Congress and the President when found appropriate.

Many cases that are referred to the Office are resolved without recourse to formal proceedings before the Board. Efforts to obtain such informal resolutions will continue in 1990.

STAFFING

The Committee allows the 101 positions requested, an increase of 15 positions over the 86 positions allowed for fiscal year 1990.

Federal Labor Relations Authority

Appropriation, fiscal year 1990 to date	$17,590,000
Budget estimate, fiscal year 1991	18,443,000
Recommended in the bill	18,443,000
Bill compared with:	
Appropriation, fiscal year 1990	+853,000
Budget estimate, fiscal year 1991	

The Committee recommends an appropriation of $18,443,000, the full amount of the fiscal 1991 budget request, and an increase of $853,000 above fiscal year 1990.

The Authority serves as a neutral party in the settlement of disputes that arise between unions, employees, and agencies on matters outlined in the Federal Service Labor Management Relations Statute, decides major policy issues, prescribes regulations, and disseminates information appropriate to the needs of agencies, labor organizations, and the public. Establishment of the Federal Labor Relations Authority gives full recognition to the role of the Federal Government as an employer.

Authority members.—The Authority adjudicates labor-management disputes in the Federal sector including: appeals on negotiability issues; exceptions to arbitration awards; appropriate units for the purpose of exclusive recognition; eligibility of labor organizations for national consultation rights and unfair labor practice complaints.

Administrative law judges.—This activity provides for holding hearings on unfair labor complaints, issuing reports, and making recommendations to the Authority on each case to allow timely settlement of disputes arising between agencies and unions.

Office of the General Counsel.—The functions of this Office include the investigation of all allegations of unfair labor practices filed and the processing of all representation petitions received; the exercise of final authority over the issuance and prosecution of all complaints; the supervision and conducting of elections concerning the exclusive recognition of labor organizations and the certification of the results of elections; the conducting of all hearings to resolve disputed issues in representation cases; preparing final Decisions and Orders in these cases; and the direction and supervision of all employees of the Regional Offices.

Federal Service Impasses Panel.—The functions of the Panel involve the resolution of labor negotiation impasses between Federal agencies and labor organizations which arise under the Civil Service Reform Act of 1978, the Panama Canal Act of 1979 and other statutes. The Panel uses a variety of procedures including factfinding and arbitration.

Management and administrative support.—This activity provides a complete range of administrative support to all components of the Federal Labor Relations Authority. These activities involve financial management, which includes budget, accounting and payroll support; personnel management, which includes position management and classification; and office services, which includes space management, procurement, contracting, printing support, supply and property management, records management, and other administrative services.

STAFFING

The Committee allows the 257 positions requested, an increase of 1 position over the 256 positions allowed for fiscal year 1990.

UNITED STATES TAX COURT

Appropriation, fiscal year 1990 to date	$28,120,000
Budget estimate, fiscal year 1991	31,598,000
Recommended in the bill	31,598,000
Bill compared with:	
Appropriation, fiscal year 1990	+3,478,000
Budget estimate, fiscal year 1991	....

The Committee recommends an appropriation of $31,598,000, the full amount of the fiscal 1991 budget request, and an increase of $3,478,000 above fiscal year 1990.

The U.S. Tax Court hears and decides cases involving deficiencies in Federal income, estate, gift taxes and in excise taxes relating to public charities, private foundations, qualified pension plans, and real estate investment trusts. It also renders declaratory judgments regarding the qualification or continuing qualification (including revocation of rulings on the exemptions) of retirement plans.

The Tax Court has jurisdiction to render declaratory judgments with respect to exempt organization status determinations pursuant to section 501(c)(3), Internal Revenue Code, and to enter declaratory judgments on the tax treatment of interest on proposed issues of governmental obligations. In addition, the court has jurisdiction over actions to restrain disclosure and to obtain additional disclosure with respect to public inspection of written determinations issued by the Internal Revenue Service, and actions to compel the disclosure of the identity of third-party contacts relating to written determinations made by the Internal Revenue Service.

The Tax Court has jurisdiction to restrain the premature assessment and collection of any tax that is the subject of a petition before the Court, to review post-petition jeopardy levies and jeopardy assessments, to review Internal Revenue Service determinations to sell property seized pursuant to a jeopardy assessment, and to award administrative and litigation costs.

For 1991, the court proposes a trial program of 400 weeks consisting of 230 weeks of regular trial sessions and 170 weeks of small tax case sessions. Trials are held in approximately 80 cities throughout the United States.

STAFFING

The Committee allows the 350 positions requested for fiscal year 1991, the same number allowed in fiscal year 1990.

STATEMENT CONCERNING GENERAL PROVISIONS

This bill carries a number of general provisions, some of which are routine and have been carried for a number of years, and some are proposed for the first time this year.

Those general provisions that deal only with a single agency are shown immediately following that agency's appropriation in the accompanying bill. Others that deal with all of the agencies provided for in this bill are shown under Title V, and those general provisions that are Government-wide in scope are shown under Title VI of the accompanying bill.

A brief explanation of General Provisions which have not been included in prior Appropriations Acts follows:

TITLE V—GENERAL PROVISIONS, THIS ACT

SECTION 525

The Committee recognizes the important contributions that former Presidents make to charitable causes, as well as to international understanding and diplomacy. In recent years, however, concern has been expressed about Federal spending for support services for former Presidents while they are engaged in for-profit speeches and appearances. The Committee has inserted a provision that would direct the Secretary of the Treasury to study the matter, and to report back to the House Committee on Appropriations and the Senate Committee on Appropriations on appropriate measures to reduce these costs.

SECTION 526

The Committee has inserted a provision that would provide authority for the Secret Service to accept reimbursement for expenses incurred in the protection of former Presidents and spouses of former Presidents, when the protectee travels for the purpose of making a speech or appearance for a fee.

SECTION 527

The Committee has inserted a provision that would preserve the "port of entry" Customs designation of the Inland Port at Front Royal, Virginia.

SECTION 528

This language carries over language formerly contained in the appropriation for the Internal Revenue Service in recognition of the transfer of responsibility for this tax from the IRS to the Bureau of Alcohol, Tobacco and Firearms.

It is intended to ensure that important tax collection resources are properly focused and not spent on insignificant collections.

In doing so, it also offers the entrepreneur starting out on a part-time or customer service basis a small but reasonable encouragement to grow into a profitable and revenue producing enterprise.

It is also important to recognize that this language also provides important protection for the small custom firearms manufacturer and the importer of rare firearms for collectors against intrusive government regulation as set forth in the "Firearms Owners Protection Act of 1986."

SECTION 529

The Committee has inserted a provision which prohibits the transfer of mail processing capabilities from the Las Cruces, New Mexico postal facility and provides that every effort be made by the Postal Service to recognize the rapid rate of population growth in Las Cruces and to automate the Las Cruces, New Mexico postal facility in order that mail processing can be expedited and handled in Las Cruces.

SECTION 630

This section will allow the Secret Service the authority they need to investigate and bring to justice those involved with savings and loan fraud, and provide an important addition to this important criminal battle. This will increase manpower by 50 percent—by adding 300 Secret Service agents to the 600 FBI agents currently working on this issue.

The Secret Service has informed the Committee that they can commit, at no additional cost, 100 agents immediately, with an additional 200 to follow, by reassigning agents to investigate savings and loan fraud away from less critical cases.

The Secret Service, in the Treasury Department, has many years of experience and responsibility relating to securities fraud, credit card fraud and computer and electronic transfer fraud.

TITLE VI—GENERAL PROVISIONS

Department Agencies and Corporations

SECTION 618

The Committee has inserted language which provides for a 4.1 percent comparability adjustment for Federal employees, which is the same amount assumed in the House-passed budget resolution. The Committee notes that this adjustment does not apply to Members of Congress, Federal Judges, Executive Levels I–V or the Senior Executive Service.

SECTION 624

The Committee commends the Office of Personnel Management and the General Services Administration for proceeding with the Federal Flexiplace Project, a pilot program that will test the feasibility of home-based work in several Federal agencies. The private sector firms and several State governments that have implemented flexiplace have achieved increased productivity, reduced traffic, decreased pollution, and more successful recruitment and retention of working parents and handicapped employees, and the Committee is hopeful that the Federal Government will realize similar benefits.

Because the Federal Flexiplace Project may require that agencies pay for the installation of telephone lines, necessary equipment, and other necessary expenses, the Committee has inserted a provision that would waive the prohibitions of Public Law 62-299, the fiscal year 1913 legislative, executive and judicial appropriations measure. This waiver would only apply to those positions included in the Federal Flexiplace Project, and would only be available where the agency or bureau head certifies that proper safeguards are in place to prevent abuses.

SECTION 625

The Committee believes that the Federal Government should be supportive of Federal employees who choose to adopt a child. In order to bring federal leave policies for adoptive parents in accord with those provided to biological parents, the Committee has included a provision that would permit Federal workers to use sick leave, in limited amounts, for adoption purposes.

SECTION 626

This legislation permits Federal agencies to voluntarily use appropriated funds for purposes of education and training to increase professionalism of child care employees at federally sponsored child care facilities on the same basis as Federal employees.

SECTION 627

The Committee has inserted a provision which directs the Secretary of Education, by appropriate release instrument, to release New College of California, Inc., from the requirement not to mortgage, or encumber certain property that the United States of America conveyed to New College of California, Inc. The purpose of this release and waiver is to enable New College of California, Inc., to secure needed financing for repairs to the facility necessitated by earthquake activity of October, 1989.

Compliance With House Rules

DEFINITION OF "PROGRAM, PROJECT, AND ACTIVITY" AS PROVIDED FOR BY PUBLIC LAW 99-177, THE BALANCED BUDGET AND EMERGENCY DEFICIT CONTROL ACT OF 1985

During fiscal year 1991, for purposes of the Balanced Budget and Emergency Deficit Control Act of 1985 (Public Law 99-177), the following information provides the definition of the term "program, project and activity" for departments and agencies under the jurisdiction of the Treasury, Postal Service and General Government Subcommittee. The term "program, project and activity" shall include the most specific level of budget items identified in the Treasury, Postal Service and General Government Appropriations Act, 1987 as passed the House including this House Report which accompanies that Act. (Under the above definition, the Federal Building Fund, the Bureau of Engraving and Printing Fund and other intragovernmental funds are exempt under section 255(g)(1) of Public Law 99-177.)

TRANSFER OF FUNDS

Pursuant to Clause 1(b), Rule X of the House of Representatives, the following table is submitted describing the transfer of funds provided in the accompanying bill.

The table shows, by title, Department and agency, the appropriations affected by such transfers.

APPROPRIATION TRANSFERS RECOMMENDED IN THE BILL

Account to which transfer is to be made	Amount	Account from which transfer is to be made	Amount
Federal Property Resources Service	$13,386,000	Proceeds from transfer of property	$13,386,000
Office of Personnel Management	75,179,000	Trust fund of the Office of Personnel Management.	75,179,000
Inspector General, OPM	3,195,000	Appropriate Trust Funds	3,195,000
Merit Systems Protection Board	1,500,000	Civil service retirement and disability fund	1,500,000

COMPLIANCE WITH RULE XI, CLAUSE 2(l)(4)

INFLATIONARY IMPACT STATEMENT

Pursuant to clause 2(l)(4), Rule XI of the House of Representatives, the Committee estimates that enactment of this bill would have minimal overall inflationary impact on prices and costs in the operation of the national economy.

The total amount recommended in the bill is about $2.3 billion more than the total amount appropriated for these same agencies for fiscal year 1990 and about $8 million more than is proposed in the President's budget request.

FIVE-YEAR PROJECTIONS

In compliance with section 308(a)(1)(C) of the Congressional Budget Act of 1974 (Public Law 93-344), as amended, the following table contains five-year projections associated with the budget authority provided in the accompanying bill:

[In thousands]

Budget authority	$20,720,250
Outlays:	
Fiscal year 1991	17,264,788
Fiscal year 1992	1,696,077
Fiscal year 1993	123,935
Fiscal year 1994	12,778
Fiscal year 1995 and future years	6,681

COMPLIANCE WITH RULE XIII, CLAUSE 3

(RAMSEYER RULE)

The Committee has included the following provisions in this bill which amends current law.

Under the Special Forfeiture Fund of the Office of Drug Control Policy the following language is included:

Title 28 USC 524(c)(9) is amended by deleting the second sentence and adding new language which appears in italic:

> (9) There are authorized to be appropriated such sums as necessary for the purposes described in subparagraphs (A)(ii), (B), (C), (F), and (G) of paragraph (1). ~~At the end of each of fiscal years 1990, 1991, and 1992, unobligated amounts not to exceed $150,000,000 remaining in the Fund shall be deposited in the Special Forfeiture Fund, except that an amount not to exceed $15,000,000 or, if determined necessary by the Attorney General to meet asset specific expenses, an amount equal to one-twelfth of the previous year's expenditures may be carried forward and remain available for appropriation in the next fiscal year.~~ *For each of fiscal years 1991, 1992, and 1993, the Attorney General shall transfer such sums as may be necessary in unobligated amounts available in the Department of Justice Assets Forfeiture Fund to the Special Forfeiture Fund: Provided, That such amounts will be transferred on a quarterly basis: Provided further, That such sums as may be necessary or, if determined by the Attorney General to be necessary to meet asset specific expenses, an amount equal to one-tenth of the previous year's obligations, may be retained in the Fund and remain available for appropriation.*

That section 6073(b) of the Anti-Drug Abuse Act of 1988 (Public Law 100-690) is amended to read as follows:

> *"(b) DEPOSITS.—In each of fiscal years 1991, 1992, and 1993, there shall be transferred to and deposited in the Special Forfeiture Fund, from the Department of Justice Assets Forfeiture Fund pursuant to 28 U.S.C. 524(c)(9), not to exceed $150,000,000: Provided, That amounts specified in the second proviso of said section may be retained in the Assets Forfeiture Fund and remain available for appropriation."*

The current law which is being replaced by the above paragraph is as follows:

> ~~(b) DEPOSITS.—Beginning in fiscal year 1990, there shall be deposited in the Fund not to exceed $150,000,000 in unobligated amounts remaining at the end of each fiscal year from the Department of Justice Assets Forfeiture Fund (28 U.S.C. 524(c)) except that amounts specified in section 524(c)(9) of title 28, United States Code, may be carried forward and remain available for appropriation in the next fiscal year.~~

Section 630 of General Provisions—This Act amends title 18 of the United States Code.

Section 3056(b)(1) of title 18 is amended by adding new language which appears in italic:

(b) Under the direction of the Secretary of the Treasury, the Secret Service is authorized to detect and arrest any person who violates—

> (1) section 508, 509, 510, 871, or 879 of this title or, with respect to the Federal Deposit Insurance Corporation, Federal land banks, and Federal land bank associations, *Financial institutions, and the Resolution Trust Corporation, and concurrent with the authority of any other Federal law enforcement agency,* section 213, *215,* 216, 433, 493, *656,* 657, 709, *1005,* 1006, 1007, 1011, 1013, 1014, *1341, 1343, 1344, 1510,* 1907, or 1909 of this title;

Section 625 of General Provisions, Departments, Agencies and Corporations, amends Section 6307 of title 5, United States Code as follows:

> **§ 6307. Sick leave; accrual and accumulation**
>
> (a) An employee is entitled to sick leave with pay which accrues on the basis of one-half day for each full biweekly pay period, except that sick leave with pay accrues to a member of the Firefighting Division of the Fire Department of the District of Columbia on the basis of two-fifths of a day for each full biweekly pay period.
>
> (b) Sick leave provided by this section, which is not used by an employee, accumulates for use in succeeding years.
>
> *(c) Sick leave provided by this section may be used for purposes relating to the adoption of a child.*
>
> ~~(c)~~ *(d)* When required by the exigencies of the situation, a maximum of 30 days leave with pay may be advanced for serious disability or ailment *or for purposes relating to the adoption of a child* except that a maximum of 24 days sick leave with pay may be advanced to a member of the Firefighting Division of the Fire Department of the District of Columbia.

FINANCIAL ASSISTANCE TO STATE AND LOCAL GOVERNMENTS

In accordance with section 308(a)(1)(D) of the Congressional Budget Act of 1974 (Public Law 93-344), as amended, the financial assistance to state and local government is as follows:

[In thousands]

New budget authority	0
Fiscal year 1991 outlays resulting there from	0

Comparison With Budget Resolution

Section 308(a)(1)(A) of the Congressional Budget and Impoundment Control Act of 1974 (Public Law 93-344), as amended, requires that the report accompanying a bill providing new budget authority contain a statement detailing how the authority compares with the reports submitted under section 302 of the Act for the most recently agreed to concurrent resolution on the budget for fiscal year 1991. This information follows:

[In millions of dollars]

	Sec. 302(b)		This bill	
	Discretionary	Mandatory	Discretionary	Mandatory
Budget Authority	11,550	8,882	11,476	9,244
Outlays	10,300	9,211	10.291	9,581
Direct loans				
Primary Guarantees				

The bill provides no new spending authority as described in section 401(c)(2) of the Congressional Budget and Impoundment Control Act of 1974 (Public Law 93-344), as amended.

Compliance With Rule XXI, Clause 3

In compliance with rule XXI, clause 3, the Committee has inserted at the appropriate place in the report a description of the effects of provision proposed in the accompanying bill which may be considered under certain circumstances, to change the application of existing law, either directly or indirectly.

> The bill provides, in some instances, for funding of agencies and activities where legislation has not yet been finalized (U.S. Customs Services, Bureau of the Mint, the Office of Information and Regulatory Affairs in the Office of Management and Budget, the Administrative Conference and the Federal Election Commission.) In addition, the bill carries languages, in some instances, permitting activities not authorized by law, or exempting agencies from certain provisions of law, but which has been carried in appropriations acts for many years.
>
> In Title IV of the bill, in connection with the General Services Administration, certain limitations on availability of revenue in the Federal Buildings Fund and certain legislative provisions have been carried forward from last year. The Committee has included a provision requiring approval by the Appropriations Committee of additional repair and alteration projects, as well as several additional general provisions.
>
> The bill continues a number of general provisions applying to agencies covered by the bill as well as certain provisions applying Government-wide. These provisions have been carried in the prior year appropriations bill, and a number of them have been carried for many years.

The following provisions are included in the bill for fiscal year 1991:

TITLE I—TREASURY DEPARTMENT

Office of the Secretary

DEPARTMENTAL OFFICES

The Committee has continued language which provides funds for operation and maintenance of the Treasury Building and Annex and for systems modernization to remain available until expended, and expenses for unforeseen emergencies.

International Affairs

The Committee has continued language which provides funds for maintenance, repair; purchase of commercial insurance policies for rental properties overseas; and for official travel and representation expenses.

OFFICE OF INSPECTOR GENERAL

The Committee has inserted language which provides funds for systems modernization to remain available until expended.

Federal Law Enforcement Training Center

The Committee has continued language which provides funds for student athletic and related activities, uniform purchases, conducting of an participating in firearms matches, repair and minor construction of the facility to remain available until expended, for community relations for State and local law enforcement training and training of foreign law enforcement officials on a space available basis, acceptance of gifts, training of private sector security officials on a reimbursable space available basis, and travel expenses of non-federal personnel to attend State and local course development meetings at the Center. Language is also included which prohibits certain reductions in training.

The Committee has also included language which provides for the establishment of a fund to provide gifts for graduate students and directs that the Director present certain awards.

Acquisition, Construction, Improvements and Related Expenses

The Committee has inserted language for construction, repair, etc., which provides funds to remain available until expended.

Financial Management Services

The Committee has inserted language which provides funds to remain available until expended for systems modernization.

Bureau of Alcohol, Tobacco and Firearms

The Committee has inserted language which provides funds for hire of aircraft, services of expert witnesses, certain assistance to state and local governments, establishing a minimum number of positions, enforcement of the Federal Alcohol Administration Act, and payment of attorneys' fees under certain conditions. Language is also included regarding explosive identification and detection as well as language regarding firearms records.

U.S. Customs Service

The Committee has inserted language which provides funds for compensation to informers, for rental space for pre-clearance operations, part-time and temporary positions, for research, for uniforms, for establishing a minimum number of positions and directs that certain current services continue to be provided. It also makes funds available for an Interagency Border Inspection System. It also inserts a provision regarding staffing in Honolulu, Hawaii. It also provides funds for operation and maintenance of aircraft.

Authorization for the Customs Service has not been enacted as of the date of this report.

U.S. MINT

The Committee has inserted language which provides funds for purchase and maintenance of uniforms and for Expansion and Improvement to Mint.

Authorization for the Mint had not been enacted as of the date of this report.

INTERNAL REVENUE SERVICES

The Committee has inserted language which provides funds for payment of services as authorized by 5 U.S.C. 3109 at such rates as may be determined by the Commissioner, for research, for systems modernization initiatives, for Tax Counseling of the Elderly Program, transfer authority within IRS appropriations and transfer of funds for document matching and for certain funds to remain available until expended. It also provides funds for hosting the General Assembly of the Inter-American Center of Tax Administrators. The Committee has also a provision mandating a minimum level of enforcement in certain activities.

U.S. SECRET SERVICE

The Committee has inserted language which provides funds for hire of aircraft, training and assistance requested by State and local governments, services of expert witnesses, rental of certain buildings, improvements to buildings as may be necessary for protective functions, conducting of firearms matches, presentation of awards and travel of employees on protective missions, uniforms, and for research and for reimbursement for protection as authorized by law.

DEPARTMENT OF TREASURY—GENERAL PROVISIONS

Section 101: The Committee has continued language which provides funds for uniforms, cleaning, issuance of vehicles operated in foreign countries and services as authorized by 5 U.S.C. 3109.

Section 102: The Committee has continued language which prohibits funds from being used for the collection of taxes unless IRS complies with certain provisions of the Fair Debt Collection Act.

Section 103: The Committee has continued language which provides for transfer of funds within Treasury.

Section 104: The Committee has continued language authorizing the Financial Management Service to be reimbursed by the Social Security Trust Fund under certain circumstances.

TITLE II—POSTAL SERVICE

The Committee has continued language which prohibits funds made available to the Postal Service from being used to close or consolidate certain post offices, from charging employees of local and child support agencies, and provides funds for free mail for the blind and for 6 day mail delivery and rural delivery of mail at existing levels.

TITLE III—EXECUTIVE OFFICE OF THE PRESIDENT

COMPENSATION OF THE PRESIDENT

The Committee has continued language which mandates that unused amounts of the President's expense allowance will revert to the Treasury and not be taxable to the President.

OFFICIAL RESIDENCE OF THE VICE PRESIDENT

The Committee has continued language which provides funds for official expenses of the Vice President and authorizes repayment or transfer of funds to any department for carrying out certain activities.

OFFICE OF MANAGEMENT AND BUDGET

The Committee has inserted language prohibiting OMB from reviewing transcripts under certain conditions, from reviewing marketing orders, from reducing certain publications, from revising certain methodologies and the funds shall be applied only to the objects for which appropriations were made except as otherwise provided by law. The funds appropriated under this paragraph fund the Office of Information and Regulatory Affairs, which is not currently authorized by law.

OFFICE OF DRUG CONTROL POLICY

The Committee has inserted language which authorizes such sums as may be necessary to be transferred from the Department of Justice Assets Forfeiture Fund to the Special Forfeiture Fund under the control of the Director of the Office of Drug Control Policy. The provision also amends existing law, making funds available sooner than are available under current law.

The Committee has also inserted language which provides funds for official representation expenses and for participation on joint projects with other organizations. It has also authorized the Office to receive certain gifts for the purpose of facilitating the work of the Office.

The Committee has also inserted language which modifies existing law regarding funding of the Special Forfeiture Fund.

TITLE IV—INDEPENDENT AGENCIES

ADMINISTRATIVE CONFERENCE OF THE UNITED STATES

The Committee has inserted language which provides funds for official reception and entertainment expenses. The authorizing legislation for the Conference had not been enacted as of the date of this report.

ADVISORY COMMISSION OF INTERGOVERNMENTAL RELATIONS

The Committee has inserted language permitting use of funds collected from sale of publications for the purposes of this appropriation.

ADVISORY COMMITTEE ON FEDERAL PAY

The Committee has inserted language mandating submission of certain reports.

FEDERAL ELECTION COMMISSION

The Committee has inserted language which provides funds for the Federal Election Commission and made funds available for representation expenses.

Authorizing legislation for the Commission had not been enacted as of the date of this report.

GENERAL SERVICES ADMINISTRATION

FEDERAL BUILDINGS FUND

The Committee has appropriated $1,408,870,000 into the Fund for the construction of federal buildings and for certain grants. This appropriation is not authorized by law.

The Committee has inserted language dealing with the conditions under which funds made available to the Federal Buildings Fund can be used and has designated certain projects which can be undertaken. Many technical provisions have been inserted regarding use of funds in the Federal Buildings Fund which are not specifically authorized by law.

The Committee has inserted language making funds available for projects and grants not authorized by law. A more detailed analysis of the Federal Buildings Fund can be found in the General Services Administration chapter of this report.

INSPECTOR GENERAL

The Committee has inserted language which provides funds for payment for information and detection of fraud, for awards, and provides that certain funds may remain available until expended.

REAL PROPERTY RELOCATION

The Committee has inserted language which provides for expenses of relocation of Federal agencies, makes available funds for the U.S. Fish and Wildlife Service to relocate a certain office, establishes certain criteria for using the funds and reiterates certain duties of the Administrator of GSA and various Agency heads.

INFORMATION RESOURCES MANAGEMENT SERVICE

The Committee has inserted language making funds available to the Information Security Oversight Office which is not authorized by law.

GENERAL PROVISIONS

Section 1. Provides that the appropriate appropriation or fund available to the General Services Administration, shall be credited with the cost of operation, protection, maintenance, upkeep, repair, and improvement, included as part of rentals received from Governmental corporations.

Section 2. Provides that funds available to the General Services Administration shall be available for the hire of passenger motor vehicles.

Section 3. Provides that 1 per centum of funds made available in appropriations for operating expenses and salaries and expenses may be transferred between such appropriations for mandatory program requirements.

Section 4. Provides that funds in the Federal Buildings Fund made available for fiscal year 1991 for Federal Buildings Fund activities may be transferred between activities under certain conditions.

Section 5. Provides that funds made available to the General Services Administration for the payment of rent shall be available for the purpose of leasing space in buildings erected on land owned by the United States.

Section 6. Provides that the Administrator of General Services is authorized and directed to charge the Department of the Interior for design and alterations to the Avondale, Maryland property at certain rates.

Section 7. Provides that the General Services Administration shall take immediate action to secure corrections to health and safety problems at the IRS Manhattan District Office.

Section 8. Provides that the Secretary of the Interior will transfer certain property to GSA.

Section 9. Authorizes agencies to make rent payments to GSA for lease space relating to expansion needs under certain circumstances.

Section 10. Prohibits the disposition of certain lands in the vicinity of Norfolk Lake, Arkansas.

Section 11. Prohibits the disposition of certain lands in the vicinity of Bull Shoals Lake, Arkansas.

Section 12. Authorizes the sale of certain property in Boston, Massachusetts and authorizes the proceeds from the sale to be deposited in the Federal Buildings Fund.

Section 13. Authorizes and directs the General Services Administration certain space for the National Archives and Records Service.

Section 14. Permits Federal agencies to voluntarily use appropriated funds for purposes of education and training to increase professionalism of child care employees at Federally-sponsored child care facilities on the same basis as Federal employees.

NATIONAL ARCHIVES AND RECORDS ADMINISTRATION

The Committee has inserted a provision making funds available until expended for renovations and improvements to the John F. Kennedy Library.

OFFICE OF PERSONNEL MANAGEMENT

The Committee has inserted language which provides funds for medical exams performed for veterans, rental of conference rooms, official entertainment, the authority to use certain trust funds and has provided certain legislation authority for the President's Commission on White House Fellows.

MERIT SYSTEMS PROTECTION BOARD

The Committee has inserted language which provides funds for rental of conference rooms and administrative expenses to adjudicate retirement appeals under certain circumstances.

OFFICE OF SPECIAL COUNSEL

The Committee has inserted language which provides funds for payment of fees and expenses for witnesses, and for rental of conference rooms.

FEDERAL LABOR RELATIONS AUTHORITY

The Committee has continued language which provides funds for hire of experts and consultants, rental of conference rooms, certain public members to be paid travel and per diem in lieu of subsistence.

U.S. TAX COURT

The Committee has continued language which provides funds for travel expenses of judges to be paid upon certification.

TITLE V—GENERAL PROVISIONS—THIS ACT

Section 501: The Committee has continued this General Provision which provides for certain travel limitations.

Section 502: The Committee has continued this General Provision which provides for certain employment practices regarding veterans.

Section 503: The Committee has continued this General Provision concerning the establishment of offices outside of the District of Columbia.

Section 504: The Committee has continued this General Provision limiting funds to the current fiscal year.

Section 505: The Committee has continued this General Provision regarding consultant services.

Section 506: The Committee has continued this General Provision regarding procurement of hand tools.

Section 507: The Committee has continued this General Provision regarding employment of veterans.

Section 508: The Committee has continued this General Provision which affects the advertising of wine and distilled spirits.

Section 509: The Committee has continued this General Provision prohibiting the closing of an office in Sacramento, CA.

Section 510: The Committee has continued this General Provision prohibiting the elimination of existing requirements for surety bonds.

Section 511: The Committee has continued this General Provision amending the provision on enforcing section 307 of the Tariff Act.

Section 512: The Committee has continued this General Provision prohibiting the transfer of control over the Federal Law Enforcement Training Center.

Section 513: The Committee has continued this General Provision prohibiting the use of funds for certain propaganda purposes.

Section 514: The Committee has continued this General Provision prohibiting the use of funds appropriated in this Act from being used to prevent certain federal employees from contacting their Congressman.

Section 515 and 516: The Committee has continued these General Provisions prohibiting abortion coverage in Federal employees health plans except under certain circumstances.

Section 517: The Committee has inserted language regarding executive seminar centers for the Office of Personnel Management.

Section 518: The Committee has continued language which provides that GSA shall acquire, by a lease of up to 30 years, space for the United States Courts in Tacoma, Washington at the site of the Union Station in Tacoma, Washington.

Section 519: The Committee has inserted language which provides that funds in this Act shall be available as authorized by 5 U.S.C. 4501-4506.

Section 520: The Committee has continued this General Provision which grants special pay relief to certain federal employees under certain circumstances.

Section 521: The Committee has continued a General Provision which provides that no funds in this Act may be used to contract out positions or downgrade the position classification of the Bureau of Engraving and Printing Police Force.

Section 522: The Committee has continued a General Provision which authorizes donations of supplies and equipment to the Federal Executive Institute.

Section 523: The Committee has continued this General Provision prohibiting the procurement of stainless steel flatware except under certain circumstances.

Section 524: The Committee has inserted a provision which provides that no monies appropriated by this Act may be used to implement or enforce section 1151 of the Tax Reform Act of 1986 or the amendments made by such section.

Section 525: The Committee has inserted this General Provision which provides that the Secretary of the Treasury will make a report to the Appropriations Committees regarding Secret Service protection of former Presidents.

Section 526: The Committee has inserted this General Provision which authorizes the Secret Service to accept certain donations regarding protection of former Presidents.

Section 527: The Committee has inserted this General Provision which prohibits the withdrawal of the designation of Front Royal, Virginia as a Customs Service Port of Entry.

Section 528: The Committee has inserted this General Provision which prohibits the importation or assessment of taxes under certain cases where less than 50 items are manufactured, produced or imported per year.

Section 529: The Committee has inserted this General Provision which prohibits the Postal Service from transferring certain mail processing capabilities from Las Cruces, New Mexico.

Section 530: The Committee has inserted this General Provision which expands the jurisdiction of the U.S. Secret Service.

TITLE VI—GENERAL PROVISIONS—GOVERNMENTWIDE

Section 601: The Committee has continued this General Provision regarding price limitations on vehicles to be purchased by the Federal Government.

Section 602: The Committee has continued this General Provision regarding availability of funds for quarters allowance.

Section 603: The Committee has continued this General Provision regarding certain citizenship requirements for employment in the Federal Government.

Section 604: The Committee has continued this General Provision regarding funds made available to GSA for renovation of buildings and facilities.

Section 605: The Committee has continued this General Provision regarding rentals in the District of Columbia.

Section 606: The Committee has continued this General Provision prohibiting the filling of positions by persons not approved by the Senate.

Section 607: The Committee has continued this General Provision regarding foreign credits owed to or owned by the United States.

Section 608: The Committee has continued this General Provision prohibiting the use of funds for certain interagency financing except under certain conditions.

Section 609: The Committee has continued this General Provision making funds available for guards for GSA and the Postal Service under certain conditions.

Section 610: The Committee has continued this General Provision prohibiting the use of funds for enforcing regulations disapproved in accordance with the applicable law of the United States.

Section 611: The Committee has continued this General Provision to establish a limitation of the rate per square foot that GSA can charge.

Section 612: The Committee has modified this General Provision to amend a provision including in the fiscal year 1988 Act which requires that blue collar and white collar Federal workers receive the same rate of pay increases.

Section 613: The Committee has continued this General Provision which prohibits the Customs Service from initiating certain reductions and consolidations.

Section 614: The Committee has continued this General Provision limiting the amount of funds that can be used for redecoration of offices under certain circumstances.

Section 615: The Committee has continued language providing transportation to the United States for the families of Federal employees serving abroad, when the employee dies or has a life threatening illness.

Section 616: The Committee has continued this General Provision which establishes certain reporting requirements for the detailing of certain Federal employees.

Section 617: The Committee has continued this General Provision regarding non disclosure agreements.

Section 618: The Committee has continued this General Provision which provides for pay increase to Federal employees.

Section 619: The Committee has continued this General Provision which provides that no executive branch agency shall purchase, construct, and/or lease any additional facilities, except within or contiguous to existing locations to be used for the purpose of conducting Federal law enforcement training without the advance approval of the House and Senate Committees on Appropriations.

Section 620: The Committee has continued this General Provision regarding the procurement of "FTS 2000".

Section 621: The Committee has continued this General Provision dealing with a drug-free workplace.

Section 622: The Committee has continued this General Provision regarding the announcement of certain information regarding certain Federal grants.

Section 623: The Committee has continued this General Provision which provides for the interagency funding of certain activities.

Section 624: The Committee has inserted this General Provision which provides for a Federal Flexiplace workplace project.

Section 625: The Committee has inserted this General Provision which provides for the use of sick leave for adoption purposes under certain circumstances.

Section 626: The Committee has inserted this General Provision which provides for child care benefits under certain circumstances.

Section 627: The Committee has inserted this General Provision which transfers certain property under certain circumstances.

DETAILED EXPLANATIONS IN REPORT

It should be emphasized again that a more detailed statement describing the effect of the above provisions inserted this year by the Committee which directly or indirectly change the application of existing law may be found at the appropriate place in this report.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1990 AND THE BUDGET ESTIMATES FOR 1991

PERMANENT NEW BUDGET (OBLIGATIONAL) AUTHORITY

[These funds become available automatically under earlier, or "permanent" law without further, or annual action by the Congress. Thus, these amounts are not included in the accompanying bill.]

Agency and item (1)	New budget (obligational) authority, fiscal year 1990 (2)	Budget estimates of new (obligational) authority, fiscal year 1991 (3)	Fiscal year 1991 estimate compared with, fiscal year 1990 (4)
FEDERAL FUNDS			
TREASURY DEPARTMENT			
Payment of the Resolution Funding Corporation	786,000,000	1,726,000,000	+940,000,000
Interest on uninvested funds	21,671,000	21,871,000	+200,000
Claims, judgments, and relief acts	426,520,000	426,520,000	
Federal Financing Bank (authority to borrow)	191.300,000		-191,300,000
Internal Revenue collections for Puerto Rico	272,000,000	272,000,000	
Reimbursement to state and local law enforcement agencies		100,000	+100,000
United States Customs Service:			
Salaries and expenses	148,602,000	157,125,000	+8,523,000
Customs forfeiture fund	35,000,000	34,510,000	-490,000
Payments from forfeited assets	30,000,000	40,000,000	+10,000,000
Miscellaneous permanent appropriations	129,000,000	135,000,000	+6,000,000
Coinage profit fund	20,384,000	4,078,000	-16,306,000
Payment where credit exceeds liability for tax	4,193,000,000	4,369,000,000	+176,000,000
Refunding internal revenue collections, interest	1,971,255,000	1,975,704,000	+4,449,000
Interest on the public debt	195,880,000,000	191,994,000,000	-3,886,000,000
Interest on the public debt paid to trust funds	58,970,428,000	68,090,472,000	+9,120,044,000

Contributions for annuity benefits	18,000,000	18,000,000	
Presidential Election Campaign Fund	32,000,000	29,000,000	-3,000,000
Total, Treasury Department	263,125,160,000	269,293,380,000	+6,168,220,000
INDEPENDENT AGENCIES			
Office of Personnel Management: Payment to Civil Service retirement and disability fund	11,875,796,000	12,203,915,000	+328,119,000
General Services Administration:			
Expenses of transportation audit contracts and contract administration	15,500,000	15,760,000	+260,000
Expenses, disposal of surplus real and related personal property	3,800,000	3,800,000	
Postal Service	4,087,227,000	2,164,139,000	-1,923,088,000
Federal Retirement Thrift Investment Board: Program expenses	18,455,000	20,623,000	+2,168,000
United States Tax Court: Tax Court independent counsel	10,000	10,000	
Total, Independent Agencies	16,000,788,000	14,408,247,000	-1,592,541,000
Total, permanent new budget (obligational) authority, Federal funds	279,125,948,000	283,701,627,000	+4,575,679,000
TRUST FUNDS			
TREASURY DEPARTMENT			
Gifts and bequests	1,000,000	500,000	-500,000
Bureau of Government Financial Operations: Trust Funds	51,000	51,000	
Refunds, transfers, and expenses of unclaimed, abandoned, and seized goods, U.S. Customs Service	17,647,000	17,819,000	+172,000
Total, Treasury Department	18,698,000	18,370,000	-328,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1990 AND THE BUDGET ESTIMATES FOR 1991--Continued

PERMANENT NEW BUDGET (OBLIGATIONAL) AUTHORITY

[These funds become available automatically under earlier, or "permanent" law without further, or annual action by the Congress. Thus, these amounts are not included in the accompanying bill.]

Agency and item (1)	New budget (obligational) authority, fiscal year 1990 (2)	Budget estimates of new (obligational) authority, fiscal year 1991 (3)	Fiscal year 1991 estimate compared with, fiscal year 1990 (4)
INDEPENDENT AGENCIES			
Advisory Commission on Intergovernmental Relations: Contributions	243,000	150,000	-93,000
Federal Deposit Insurance Corporation (authority to borrow)	1,962,000,000	500,000,000	-1,462,000,000
Office of Personnel Management: Civil Service retirement and disability fund	51,791,237,000	54,671,580,000	+2,880,343,000
National Archives and Records Administration: National archives gift fund	421,000	646,000	+225,000
Harry S. Truman memorial scholarship trust fund	5,204,000	4,526,000	-678,000
United States Tax Court: Tax Court judges survivors annuity fund	402,000	444,000	+42,000
White House Conference for a Drug Free America	....	1,000,000	+1,000,000
Total, Independent Agencies	53,759,507,000	55,178,346,000	+1,418,839,000
Total, permanent new budget (obligational) authority, Trust funds	53,778,205,000	55,196,716,000	+1,418,511,000
Total, permanent new budget (obligational) authority	332,904,153,000	338,898,343,000	+5,994,190,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1990 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1991

Agency and item (1)	New budget (obligational) authority appropriated, 1990 (enacted to date) (2)	Budget estimates of new (obligational) authority, 1991 (3)	New budget (obligational) authority recommended in bill (4)	Bill compared with new budget (obligational) authority, 1990 (5)	Bill compared with budget estimates of new (obligational) authority, 1991 (6)
TITLE I - DEPARTMENT OF THE TREASURY					
Departmental Offices:					
Salaries and expenses	58,081,000	63,083,000	63,083,000	+5,002,000	....
International affairs	25,010,000	27,517,000	27,517,000	+2,507,000	....
Office of the Inspector General	13,605,000	21,296,000	21,296,000	+7,691,000	....
Federal Law Enforcement Training Center:					
Salaries and expenses	36,000,000	36,727,000	36,727,000	+727,000	....
Facilities, acquisition and related expenses	15,000,000	18,735,000	18,735,000	+3,735,000	....
Financial Management Service:					
Salaries and expenses	285,669,000	218,742,000	218,742,000	-66,927,000	....
Bureau of Alcohol, Tobacco and Firearms	264,058,000	275,284,000	296,284,000	+32,226,000	+21,000,000
United States Customs Service:					
Salaries and expenses	1,062,590,000	1,120,086,000	1,140,086,000	+77,496,000	+20,000,000
Operations and maintenance, air interdiction program	230,363,000	143,047,000	107,047,000	-123,316,000	-36,000,000
Customs forfeiture fund (limitation on availability of deposits)	14,855,000	14,855,000	14,855,000	....	....

Customs services at small airports (to be derived from fees collected)	2,152,000	2,152,000	2,152,000		
Receipts	-587,000			+587,000	
Total, United States Customs Service	1,309,373,000	1,280,140,000	1,264,140,000	-45,233,000	-16,000,000
United States Mint:					
Salaries and expenses	50,051,000	51,429,000	51,429,000	+1,378,000	
Expansions and improvements		550,000	550,000	+550,000	
Bureau of the Public Debt	193,906,000	175,139,000	175,139,000	-18,767,000	
Internal Revenue Service:					
Administration and management	72,241,000	136,072,000	136,072,000	+63,831,000	
Processing tax returns and assistance	1,919,196,000	1,444,517,000	1,444,517,000	-474,679,000	
Examinations and appeals	1,886,929,000			-1,886,929,000	
Investigation, collection, and taxpayer service	1,622,953,000			-1,622,953,000	
Tax law enforcement		3,560,484,000	3,560,484,000	+3,560,484,000	
Information systems		993,927,000	993,927,000	+993,927,000	
Total, Internal Revenue Service	5,501,319,000	6,135,000,000	6,135,000,000	+633,681,000	
United States Secret Service	366,262,000	397,640,000	397,640,000	+31,378,000	
Total, title I, Department of the Treasury, new budget (obligational) authority	8,118,334,000	8,701,282,000	8,706,282,000	+587,948,000	+5,000,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1990 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1991--Continued

Agency and item (1)	New budget (obligational) authority appropriated, 1990 (enacted to date) (2)	Budget estimates of new (obligational) authority, 1991 (3)	New budget (obligational) authority recommended in bill (4)	Bill compared with new budget (obligational) authority, 1990 (5)	Bill compared with budget estimates of new (obligational) authority, 1991 (6)
TITLE II - POSTAL SERVICE					
Payment to the Postal Service Fund	453,425,000	484,592,000	484,592,000	+31,167,000	
Payment to the Postal Service Fund for nonfunded liabilities	36,425,000	38,142,000	38,142,000	+1,717,000	
Total, Postal Service	489,850,000	522,734,000	522,734,000	+32,884,000	
TITLE III - EXECUTIVE OFFICE OF THE PRESIDENT					
Compensation of the President	250,000	250,000	250,000		
Office of Administration	18,580,000	24,910,000	24,910,000	+6,330,000	
The White House Office	30,232,000	32,799,000	32,799,000	+2,567,000	
Executive Residence at the White House	6,815,000	8,495,000	8,495,000	+1,680,000	
Official Residence of the Vice President	574,000	626,000	626,000	+52,000	
Special Assistance to the President	2,303,000	2,587,000	2,587,000	+284,000	
Council of Economic Advisers	2,865,000	3,064,000	3,064,000	+199,000	
Office of Policy Development	3,075,000	3,395,000	3,395,000	+320,000	
National Critical Materials Council	397,000	235,000	235,000	-162,000	
National Security Council	5,335,000	5,893,000	5,893,000	+558,000	

Office of Management and Budget	44,317,000	49,305,000	49,305,000	+4,988,000	
Office of Federal Procurement Policy	2,626,000	2,914,000	2,914,000	+288,000	
Unanticipated needs	6,000,000	1,000,000	1,000,000	-5,000,000	
Investment in management improvement	500,000			-500,000	
Office of National Drug Control Policy:					
Salaries and expenses	36,949,000	66,500,000	66,500,000	+29,551,000	
Special forfeiture fund	115,000,000	128,000,000	128,000,000	+13,000,000	
Total, title III, Executive Office of the President, new budget (obligational) authority	275,818,000	329,973,000	329,973,000	+54,155,000	
TITLE IV - INDEPENDENT AGENCIES					
Administrative Conference of the United States	1,865,000	2,079,000	2,079,000	+214,000	
Advisory Commission on Intergovernmental Relations	1,285,000	1,300,000	1,300,000	+15,000	
Advisory Committee on Federal Pay	205,000	207,000	207,000	+2,000	
Committee for Purchase from the Blind and Other Severely Handicapped	1,049,000	1,160,000	1,160,000	+111,000	

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1990 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1991--Continued

Agency and item (1)	New budget (obligational) authority appropriated, 1990 (enacted to date) (2)	Budget estimates of new (obligational) authority, 1991 (3)	New budget (obligational) authority recommended in bill (4)	Bill compared with new budget (obligational) authority, 1990 (5)	Bill compared with budget estimates of new (obligational) authority, 1991 (6)
Federal Election Commission	15,330,000	17,150,000	17,150,000	+1,820,000	
General Services Administration:					
Federal Buildings Fund:					
Appropriation	25,220,000	1,365,353,000	1,408,870,000	+1,383,650,000	+43,517,000
Limitation on availability of revenue:					
Construction & acquisition of facilities	*(138,843,000)*	*(1,570,595,000)*	*(1,469,642,000)*	*(+1,330,799,000)*	*(-100,953,000)*
Repairs and alterations	*(558,692,320)*	*(572,710,000)*	*(579,710,000)*	*(+21,017,680)*	*(+7,000,000)*
Payment on purchase contracts	*(126,752,000)*	*(136,579,000)*	*(136,579,000)*	*(+9,827,000)*	
Rental of space	*(1,327,336,000)*	*(1,534,300,000)*	*(1,506,300,000)*	*(+178,964,000)*	*(-28,000,000)*
Real property operations	*(948,000,000)*	*(1,037,200,000)*	*(1,037,200,000)*	*(+89,200,000)*	
Program direction & centralized services	*(68,020,000)*	*(90,781,000)*	*(90,781,000)*	*(+22,761,000)*	
Design and construction services	*(146,302,000)*	*(242,165,000)*	*(242,165,000)*	*(+95,863,000)*	
Unavailable for obligation			*(216,832,000)*	*(+216,832,000)*	*(+216,832,000)*
Total, Federal Buildings Fund:					
New budget (obligational) authority	25,220,000	1,365,353,000	1,408,870,000	+1,383,650,000	+43,517,000
(Limitations)	*(3,313,945,320)*	*(5,184,330,000)*	*(5,279,209,000)*	*(+1,965,263,680)*	*(+94,879,000)*
Federal Supply Service:					
Operating expenses	47,644,000	52,243,000	53,957,000	+6,313,000	+1,714,000

ral Property Resources Activities:					
erating expenses, federal property ources service	11,072,000	12,798,000	13,386,000	+2,314,000	+588,000
al property relocation	7,942,000	8,000,000	8,000,000	+58,000	
neral management and administration	122,540,000	90,555,000	35,100,000	-87,440,000	-55,455,000
ants	13,152,000			-13,152,000	
ormation resources management service	32,480,000	39,268,000	39,961,000	+7,481,000	+693,000
ice of the Inspector General	26,136,000	30,139,000	30,997,000	+4,861,000	+858,000
owances and Office Staff for Former residents	1,808,000	1,964,000	1,964,000	+156,000	
Total, General Activities	215,130,000	182,724,000	129,408,000	-85,722,000	-53,316,000
Total, General Services Administration	287,994,000	1,600,320,000	1,592,235,000	+1,304,241,000	-8,085,000
al Archives and Records Administration	124,840,000	128,879,000	139,756,000	+14,916,000	+10,877,000
of Government Ethics	3,369,000	3,725,000	3,725,000	+356,000	

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1990 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1991--Continued

Agency and item (1)	New budget (obligational) authority appropriated, 1990 (enacted to date) (2)	Budget estimates of new (obligational) authority, 1991 (3)	New budget (obligational) authority recommended in bill (4)	Bill compared with new budget (obligational) authority, 1990 (5)	Bill compared with budget estimates of new (obligational) authority, 1991 (6)
Office of Personnel Management:					
Salaries and expenses:					
Appropriation	110,942,000	114,461,000	114,461,000	+3,519,000	
(Limitation on adminstrative expenses)	*(81,907,000)*	*(74,379,000)*	*(74,379,000)*	*(-7,528,000)*	
Office of Inspector General	2,879,000	4,607,000	4,607,000	+1,728,000	
(Limitation on adminstrative expenses)	*(2,193,000)*	*(3,043,000)*	*(3,043,000)*	*(+850,000)*	
Government payment for annuitants, employees health benefits	3,727,247,000	3,509,563,000	3,509,563,000	-217,684,000	
Government payment for annuitants, employee life insurance benefits	2,662,000	8,700,000	8,700,000	+6,038,000	
Payment to civil service retirement and disability fund	5,211,732,000	5,687,105,000	5,687,105,000	+475,373,000	
Total, Office of Personnel Management	9,055,462,000	9,324,436,000	9,324,436,000	+268,974,000	
Merit Systems Protection Board:					
Salaries and expenses:					
Appropriation	20,929,000	22,564,000	22,564,000	+1,635,000	
(Limitation on adminstrative expenses)	*(1,450,000)*	*(1,500,000)*	*(1,500,000)*	*(+50,000)*	
Office of special counsel	5,107,000	6,608,000	6,608,000	+1,501,000	
Total, Merit Systems Protection Board	26,036,000	29,172,000	29,172,000	+3,136,000	

Federal Labor Relations Authority	17,590,000	18,443,000	18,443,000	+853,000	
Total, federal personnel activities	9,099,088,000	9,372,051,000	9,372,051,000	+272,963,000	
United States Tax Court	28,120,000	31,598,000	31,598,000	+3,478,000	
Total, title IV, Independent Agencies:					
New budget (obligational) authority	9,563,145,000	11,158,469,000	11,161,261,000	+1,598,116,000	+2,792,000
(Limitations)	*(3,399,495,320)*	*(5,263,252,000)*	*(5,358,131,000)*	*(+1,958,635,680)*	*(+94,879,000)*
Grand total:					
New budget (obligational) authority	18,447,147,000	20,712,458,000	20,720,250,000	+2,273,103,000	+7,792,000
(Limitations)	*(3,399,495,320)*	*(5,263,252,000)*	*(5,358,131,000)*	*(+1,958,635,680)*	*(+94,879,000)*